

RESOLUTION NO. 00-30

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LOS
ALTOS AMENDING THE LAND USE MAP OF THE CITY OF
LOS ALTOS GENERAL PLAN ON PROPERTY GENERALLY
LOCATED AT 789 VISTA GRANDE AVENUE

WHEREAS, the City of Los Altos received an application (00-GPA-1) to amend the land use map of the General Plan to add the property located at 789 Vista Grande Avenue into the "Residential 2 - Single Family" land use; and

WHEREAS, the General Plan land use map amendment is consistent with the Policy 16 of Chapter 4 (Land Use) of the General Plan because they establish a land use designation which recognizes existing development patterns and expected future conditions; and

WHEREAS, the General Plan land use map amendment is consistent with Policy 4 of Chapter 5 (Residential Development) because they result in an orderly and compatible development pattern in relation to its surroundings; and

WHEREAS, the proposed project also includes a pre-zoning application which will serve to maintain consistency between the General Plan and zoning ordinance as required by law; and

WHEREAS, the proposed project also includes an annexation request to incorporate the property within the City of Los Altos, and the General Plan Amendment shall not be effective until such time as the annexation is approved by the Local Agency Formation Commission; and

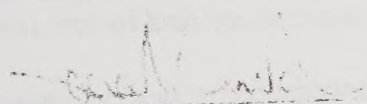
WHEREAS, the General Plan amendment was processed in accordance with the applicable provisions of the California Government Code and the California Environmental Quality Act (CEQA); and

NOW, THEREFORE BE IT RESOLVED, that the City Council of the City of Los Altos hereby amends the General Plan Land Use Map to include the property located at 789 Vista Grande Avenue in the "Residential 2 - Single Family" land use as shown in attached Exhibit "A" based upon the following findings:

- a. That the amendment to the General Plan is consistent and compatible with the other portions of the General Plan and any implementation programs that may be affected.
- b. That the amendment to the General Plan is compatible with adjacent land uses and is consistent with sound land use planning.
- c. That the amendment to the General Plan is in the best public interest pursuant to California Government Code Section 65358(a).

THE UNIVERSITY OF CHICAGO
LIBRARY
540 EAST 57TH STREET
CHICAGO, ILL. 60637

THE UNIVERSITY OF CHICAGO
LIBRARY
540 EAST 57TH STREET
CHICAGO, ILL. 60637



JULIA A. KAPLAN

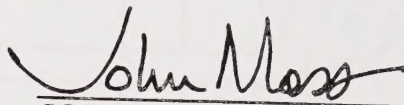
- d. That the Planning Commission and City Council accepted oral comments and written information at duly noticed public hearings regarding the amendment and considered the comments and information when making their decisions.

I HEREBY CERTIFY that the foregoing Resolution was duly introduced and adopted by the City Council of the City of Los Altos at a meeting thereof held on the 8th day of August, 2000, by the following vote:

AYES: Mayor Moss, Councilmembers Becker, Casto, LaPoll and Lear

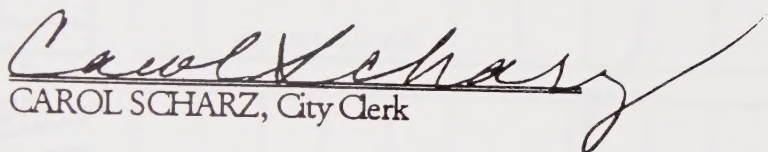
NOES: None

ABSENT: None



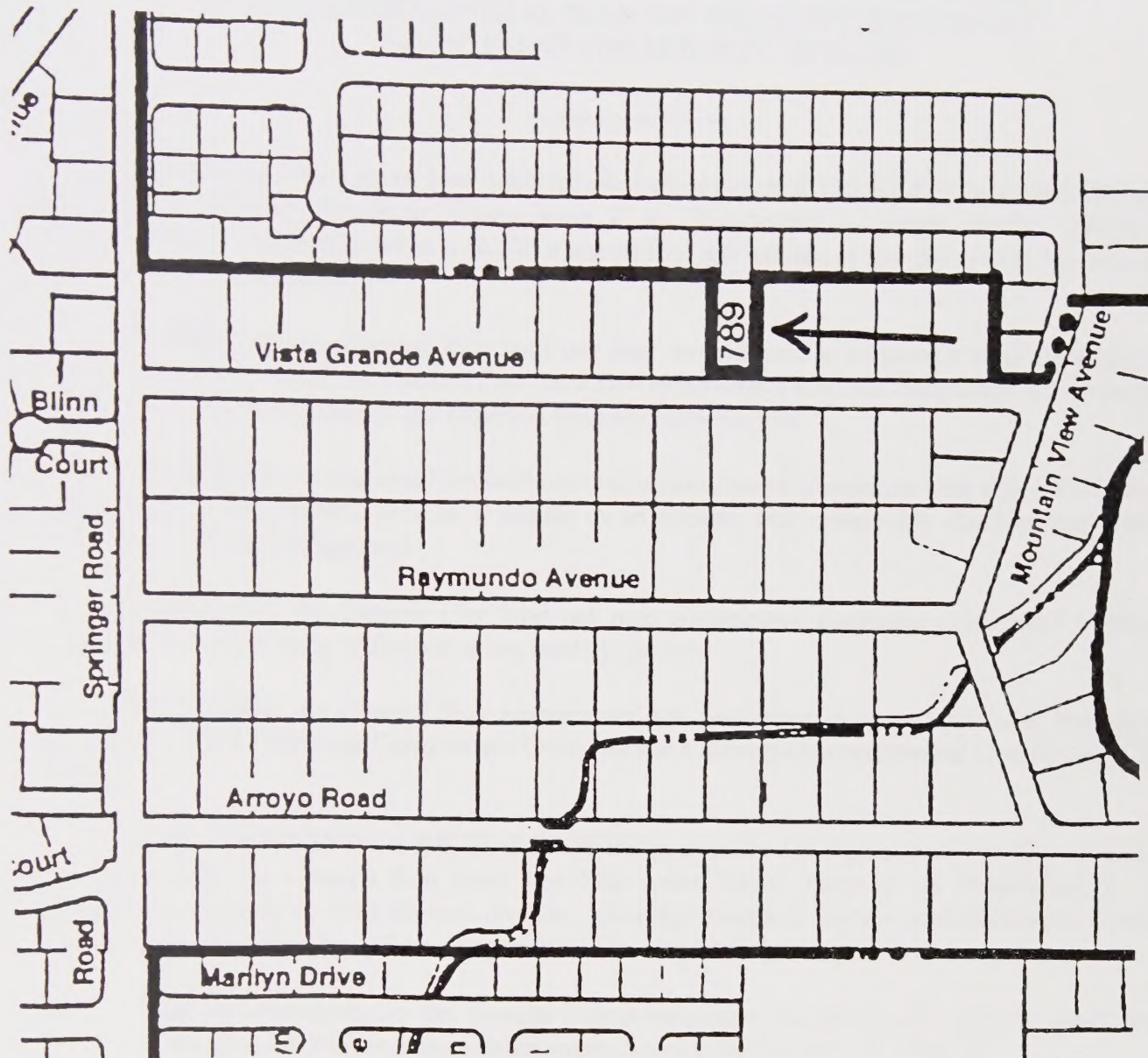
JOHN MOSS, Mayor

Attest:



CAROL SCHARZ, City Clerk

EXHIBIT A



ENGINEERING DEPT.
CITY OF LOS ALTOS
SANTA CLARA COUNTY, CALIFORNIA

789 Vista Grande Avenue
Residential 2 - Single Family

DRAWN	J. M.
CHECKED	
APP.	
DATE	8-8-00
SCALE	
DRAW. NO.	

RESOLUTION NO. 00-11

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LOS ALTOS AMENDING THE LAND USE MAP OF THE CITY OF LOS ALTOS GENERAL PLAN ON PROPERTY GENERALLY LOCATED AT 1780 MORTON AVENUE

WHEREAS, the City of Los Altos received an application (99-GPA-3) to amend the land use map of the General Plan from "Open Space 2" to "Residential 2 - Single Family" related to the proposed future residential use of a 30,000 ± square foot site located at the east end of Morton Avenue (1780 Morton Avenue); and

WHEREAS, the General Plan land use map amendment is consistent with the Policy 16 of Chapter 4 (Land Use) of the General Plan because it establishes a land use designation which recognizes existing development patterns and expected future conditions; and

WHEREAS, the General Plan land use map amendment is consistent with Policy 4 of Chapter 5 (Residential Development) because it results in an orderly and compatible development pattern in relation to its surroundings; and

WHEREAS, the General Plan land use map amendment maintains consistency between the General Plan and zoning ordinance as required by law; and

WHEREAS, the General Plan amendment was processed in accordance with the applicable provisions of the California Government Code and the California Environmental Quality Act (CEQA); and

NOW, THEREFORE BE IT RESOLVED, that the City Council of the City of Los Altos hereby amends the General Plan Land Use Map from "Open Space 2" to "Residential 2 - Single Family" on property at 1780 Morton Avenue, generally located at the east end of Morton Avenue, as shown in attached Exhibit "A" based upon the following findings:

- a. That the amendment to the General Plan is consistent and compatible with the other portions of the General Plan and any implementation programs that may be affected.
- b. That the amendment to the General Plan is compatible with adjacent land uses and is consistent with sound land use planning.
- c. That the amendment to the General Plan is in the best public interest pursuant to California Government Code Section 65358(a).
- d. That the Planning Commission and City Council accepted oral comments and written information at duly noticed public hearings regarding the amendment and considered the comments and information when making their decisions.




Digitized by the Internet Archive
in 2024

<https://archive.org/details/C124889149>

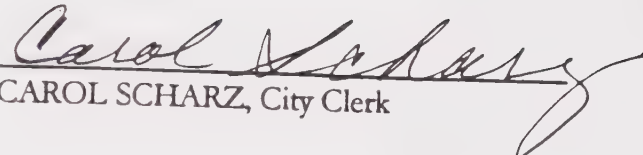
I HEREBY CERTIFY that the foregoing Resolution was duly introduced and adopted by the City Council of the City of Los Altos at a meeting thereof held on the 29th day of February 2000 by the following vote:

AYES: Mayor Moss, Councilmembers Becker, Casto and Lear
NOES: None
ABSENT: Councilmember La Poll



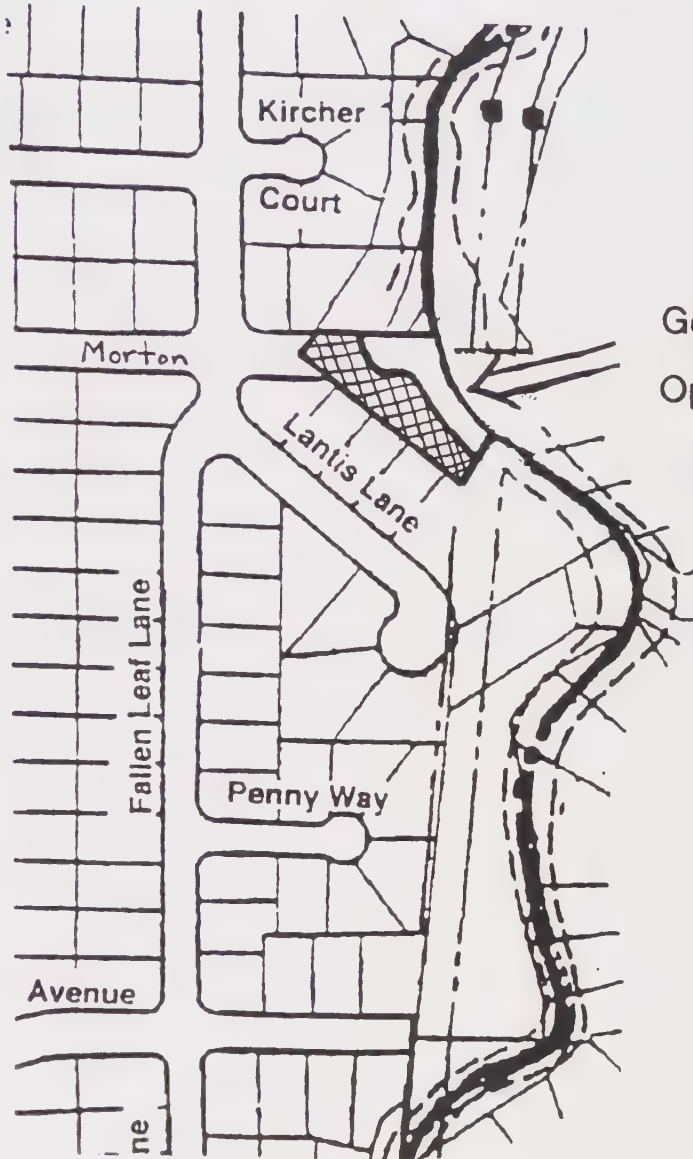
JOHN MOSS, Mayor

Attest:



CAROL SCHARZ, City Clerk

EXHIBIT "A"



General Plan Map Amendment
Open Space 2 to Residential 2

ENGINEERING DEPT.
CITY OF LOS ALTOS
SANTA CLARA COUNTY, CALIFORNIA

Resolution No. 00-11
1780 Morton Avenue

DRAWN	J.M.
CHECKED	
APP.	99-GPA-3
DATE	2-29-00
SCALE	None
DRAW. NO.	

RESOLUTION NO. 00-10

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LOS ALTOS
AMENDING THE TEXT OF THE RESIDENTIAL DEVELOPMENT
ELEMENT OF THE GENERAL PLAN AFFECTING PROPERTY
LOCATED AT 4434 - 4444 EL CAMINO REAL**

WHEREAS, the City of Los Altos received an application (98-GPA-1) to amend the text of the Residential Development Element (Chapter 5) of the General Plan to add wording regarding affordable housing in the event the site is developed with a non-residential use on the site commonly known as the Tree Farm; and

WHEREAS, duly noticed public hearings were held by the City of Los Altos Planning Commission and City Council at which oral comments and written information regarding the General Plan Amendment was heard and considered; and

WHEREAS, the General Plan Amendment is consistent with the Policy 16 of Chapter 4 (Land Use) of the General Plan because it establishes a land use designation which recognizes existing development patterns and expected future conditions; and

WHEREAS, the General Plan Amendment is consistent with Goal 3 and Goal 4, Policies 9, 17, 18 & 20, and Programs 8, 8A, 12 and 18 of Chapter 5 (Residential Development) of the General Plan because it is a mixed-use project in the AH/MU overlay zone which provides for mixed commercial use, includes affordable housing and non-transient units as opportunities for short term rental housing.

WHEREAS, the General Plan Amendment was approved by the City Council on April 28, 1998 but a Resolution documenting that approval was not adopted at that time; and

WHEREAS, the proposed amendment maintains consistency between the General Plan and zoning ordinance as required by law.

NOW, THEREFORE BE IT RESOLVED, that the City Council of the City of Los Altos hereby amends the text of the Residential Development Element (Chapter 5) of the General Plan as shown on attached Exhibit "A" based upon the following findings:

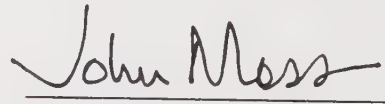
- a. The proposed amendment is deemed to be in the public interest.
- b. The proposed General Plan amendment is consistent and compatible with the rest of the General Plan and any implementation programs that may be affected.
- c. The potential impacts of the proposed amendment have been assessed and have been determined not to be detrimental to the public health, safety, or welfare.
- d. The proposed amendment has been processed in accordance with the applicable provisions of the California Government Code and the California Environmental Quality Act (CEQA).

I HEREBY CERTIFY that the foregoing Resolution was duly introduced and adopted by the City Council of the City of Los Altos at a meeting thereof held on the 29th day of February, 2000 by the following roll call vote:

AYES: Mayor Moss, Councilmembers Becker, Casto and Lear

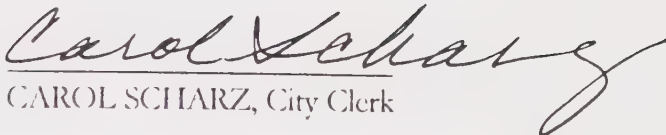
NOES: None

ABSENT: Councilmember La Poll



JOHN MOSS, Mayor

Attest:



CAROL SCHARZ, City Clerk

EXHIBIT "A"

Resolution No. 00-10 General Plan Amendment No. 98-GPA-1

The underlined text is added to the end of the paragraph regarding the Former Tree Farm property on Page 66 of the Residential Development Element (Chapter 5) of the Los Altos General Plan as follows:

"Former Tree Farm, Land Use Site 1. This mostly vacant, 3.67 acre site located on El Camino Real is or a combination of both types of housing units. The 1.67-acre site should yield up to 79 units including up to 13 low income or 7 very low income units, or a minimum of 8 very-low income housing units if developed with a non-residential type use."

RESOLUTION NO. 00- 02

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LOS
ALTOS AMENDING THE LAND USE MAP OF THE CITY OF
LOS ALTOS GENERAL PLAN ON PROPERTY GENERALLY
LOCATED AT 682 N. SAN ANTONIO ROAD**

WHEREAS, the City of Los Altos received an application (99-GPA-2) to amend the land use map of the General Plan from "Public/Quasi-Public Facilities 4 - Utilities" to "Residential 2 - Single Family" related to the proposed future residential use of a 19,297 square foot site located at 682 N. San Antonio Road; and

WHEREAS, the General Plan land use map amendment is consistent with the Policy 16 of Chapter 4 (Land Use) of the General Plan because they establish a land use designation which recognizes existing development patterns and expected future conditions; and

WHEREAS, the General Plan land use map amendment is consistent with Policy 4 of Chapter 5 (Residential Development) because they result in an orderly and compatible development pattern in relation to its surroundings; and

WHEREAS, the proposed project also includes a rezoning application which will serve to maintain consistency between the General Plan and zoning ordinance as required by law; and

WHEREAS, the General Plan amendment was processed in accordance with the applicable provisions of the California Government Code and the California Environmental Quality Act (CEQA); and

NOW, THEREFORE BE IT RESOLVED, that the City Council of the City of Los Altos hereby amends the General Plan Land Use Map from "Public/Quasi-Public Facilities 4 - Utilities" to "Residential 2 - Single Family" on property at 682 N. San Antonio Road, generally located on the southwest corner of San Antonio Road and Belden Drive, as shown in attached Exhibit "A" based upon the following findings:

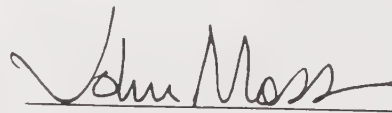
- a. That the amendment to the General Plan is consistent and compatible with the other portions of the General Plan and any implementation programs that may be affected.
- b. That the amendment to the General Plan is compatible with adjacent land uses and is consistent with sound land use planning.
- c. That the amendment to the General Plan is in the best public interest pursuant to California Government Code Section 65358(a).
- d. That the Planning Commission and City Council accepted oral comments and written information at duly noticed public hearings regarding the amendment and considered the comments and information when making their decisions.

I HEREBY CERTIFY that the foregoing Resolution was duly introduced and adopted by the City Council of the City of Los Altos at a meeting thereof held on the 11th day of January, 2000 by the following vote:

AYES: Mayor Moss, Councilmembers Becker, Casto, La Poll and Lear

NOES: None

ABSENT: None



JOHN MOSS, Mayor

Attest:

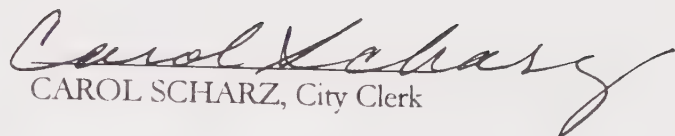
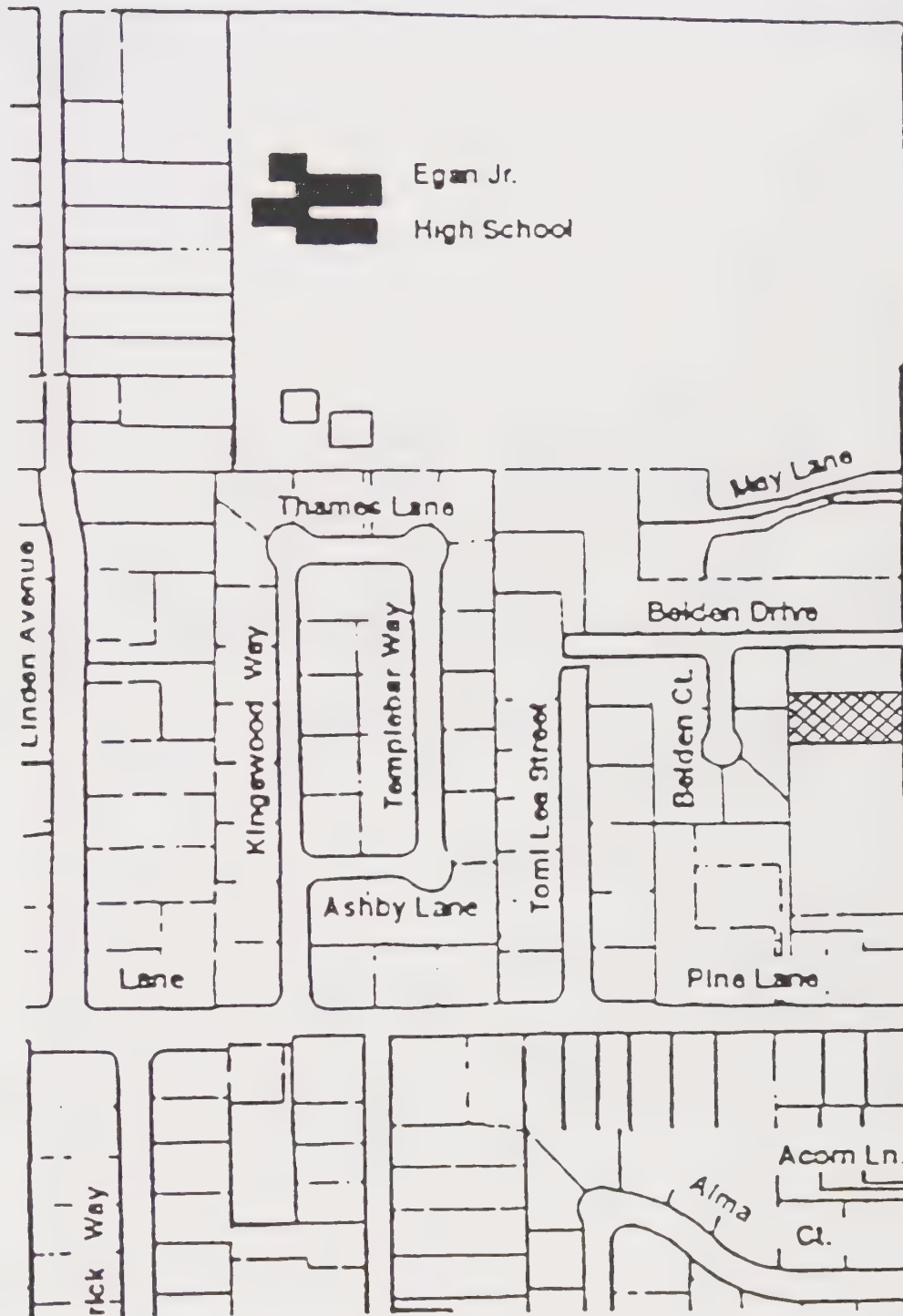

CAROL SCHARZ, City Clerk

EXHIBIT "A"

Resolution 00-02



San Antonio Road

ENGINEERING DEPT.
CITY OF LOS ALTOS
SANTA CLARA COUNTY, CALIFORNIA

General Plan Map Amendment
Public/Quasi-Public Facilities 4
to
Residential 2 - Single Family

DRAWN	J.M.
CHECKED	
APP.	
DATE	
SCALE	
DRAW. NO.	

LOS ALTOS GENERAL PLAN 1987-2005

ADOPTED OCTOBER 20, 1987

Amended by:

Resolutions 89-9, 89-46, 89-47, 90-25,
90-39A, 90-44, 91-13, 91-24, 93-35,
93-36, 94-4, 94-28, 95-10, 98-07, 98-28

Los Altos General Plan

Published by the City of Los Altos, California

Library of Congress Catalog Card Number 87-63558.

CITY COUNCIL

Jane B. Reed, *Mayor*
Penny Lave, *Mayor Pro Tem*
Daniel Wendin
Roger S.C. Eng
Frank Verlot
Arne Croce, *City Manager*

PLANNING COMMISSION

Denny Spangler, *Chair*
Theodore A. Laliotis, *Vice Chair*
Arthur Bernstein
Kristin Casto
Milt Nicholas
Kristine Salmon
Mark Srebnik

LOS ALTOS PLANNING DEPARTMENT

Deborah Nelson, *Planning Director and Project Manager*
Carol Hoffman, *Associate Planner*
Stacy Lawson, *Assistant Planner*
Margaret Green, *Administrative Secretary*

CONSULTANTS

Naphtali H. Knox & Associates, Inc., *Palo Alto*

Alexander & Associates
Palo Alto

Mundie & Associates
San Francisco

DKS Associates
San Jose

Thanks, too, to the following individuals for their assistance in preparing the Plan:
Lynn Barber, *Code Enforcement Officer*, and Vernon Gomes, *retired City Planner*.

GENERAL PLAN REVIEW COMMITTEES

2005 Committee

Nan Brown
Mike Chambreau
Charles Halleck
David William Reeder
Patricia J. Williams
Jean Wolfgram-Hull
Dennis A. Young

Land Use and Circulation

Anthony R. Muller, *Chair*
Milt Nicholas, *Vice Chair*
Jane B. Reed
Virginia Lear
Ann Coombs
Janet M. Dobson
Ruth H. Koehler
Glenn R. Dirks
John Zotz
Elaine White
Linda Lanterman
Mary Mason
Duane Roberts
Janie Killermann
Jim Johnston
Debbie Paoli
Terry Krivan, *Alternate*
Brown D. Taylor, *Former Chair*

Community Design and Historic Resources

Mark R. Srebnik, *Chair*
Kristin Casto, *Vice Chair*
Penny R. Lave
Richard Strock
Mark Sandoval
Cindy Langley-Andrews
Abby Ahrens
Chris Scott Graham
Julie Rose
Jan Meyer
Catherine Burk

Economic Development

Patricia J. Williams, *Chair*
Denny Spangler, *Vice Chair*
Frank Verlot
John F. Lawler
Roger W. Anderson
Michael E. Schneider
David Reeder
Roger Brunello
Honor Spitz
John Andrich

ABOUT THIS REPORT:

This publication, with the exception of maps and photographs, was produced entirely using the Apple Macintosh™SE and Laserwriter™Plus, with Aldus Pagemaker™ software, version 2.0a.

PHOTO CREDITS:

Charles Halleck, Los Altos
Pages 9, 42, 92, 101.
Naphtali Knox, Palo Alto
Pages 15, 17, 24, 58, 72, 84, 106, 174.

MAPS AND GRAPHICS:

Gilbert Caravaca

TABLE OF CONTENTS

(NOTE: Actual page numbers may differ due to substantial amendments to Chapters 4 and 5)

	<u>PAGE</u>
1. EXECUTIVE SUMMARY	1
Purpose of the General Plan	1
General Plan Goals	1
2. INTRODUCTION	7
What is the General Plan?	7
Setting	7
Land Area Encompassed by the Plan	7
Adoption of the Plan	8
Organization of the Plan	8
Text	8
The General Plan Diagrams	8
Glossary	8
Technical Appendix	8
Preparing the General Plan.	9
Administering the Plan	10
Goal, Policies, and Programs	11
3. COMMUNITY DESIGN AND HISTORIC RESOURCES	13
Pattern of Development; Existing Conditions.	13
"Identity" Defined	14
Community Survey Results	14
Conclusions of the General Plan Review Committee	14
Downtown and Other Commercial Area	17
Goals, Policies, and Programs	17
Streets/General Ambience	17
Landscaping and Trees	18
Design Appropriate to Los Altos	18
Utilities	19
Sense of Community	19
Entryways	19
Downtown	22
Other Commercial Centers	22
Historic Structures	23
Artifacts	23

4. LAND USE	25
Pattern of Development	25
Major Land Use Influences	27
Annexations	27
Pre-zoning	28
The El Retiro Site	28
Development Constraints	29
Commercial Areas	30
Land Use Designations	31
Residential	31
Commercial	32
Mixed-use	34
Public/Quasi-public Facilities	34
Open Space	34
Planned Community	38
Specific Plan Area	38
Description of Land Use Changes	38
Potential Build-out of the General Plan	41
Potential Commercial Build-out	41
Conclusions of the Build-out Analysis	42
Residential Build-out Summary	44
Potential Population at Build-out	44
Goals, Policies, and Programs	44
Annexation	44
Land Use Compatibility	45
 5. RESIDENTIAL DEVELOPMENT	 47
Purpose of this Chapter	47
Public Participation	47
Consistency	47
Summary of Housing Issues	48
Senior Housing	48
Existing Situation	49
Housing Market Characteristics	49
Household Characteristics	51
Housing Condition	55
Overcrowding	55
Projected Housing Need	55
Population Growth is Minimal	55
Low Employment Growth Expected within Los Altos	56
Share of Regional Housing Needs	56
Residential Land Inventory and Site Identification	59
Build-out Analysis and General Plan Revisions	59
Availability of Public Facilities	62

Housing Market Constraints	62
Governmental	62
Non-Governmental	64
Opportunities for Energy Conservation	65
Schedule of Program Actions	65
Goals, Policies, and Programs	65
 6. ECONOMIC DEVELOPMENT	 73
Existing Conditions	73
The Residents' Economic Base	73
The City's Economic Base	74
Future Conditions	79
Goals, Policies, and Programs	80
Fiscal	80
Commercial Vitality	80
El Camino Real	81
North Entry	82
Downtown	83
Loyola Corners	85
Other Commercial Centers—Rancho, Woodland, and Foothill Plaza	86
 7. OPEN SPACE, CONSERVATION, & COMMUNITY FACILITIES	 87
Cooperation with Other Districts and Governments	87
Conservation	87
Open Space	87
Community Trends Identified by "The 2005 Committee"	88
Existing Park Land in Los Altos	88
Distribution of City Parks	89
Nearby Existing Open Areas	89
Summary	89
Opportunities for Providing Long-Term Open Space	90
Park Land Dedication	90
Other Possible Open Space Land	91
Private Lands Offer Potential Open Space	91
Schools	92
School Districts Serving Los Altos	92
Capacity of Existing Schools	94
School Composition, 1981 to 1986	96
Private Schools	96
Joint School/City Cooperation	96
Public Private Cooperation	97
Teens	97
Senior Facilities and Programs	97

Senior Residential Care and Convalescent Homes	98
Dependent Care:	
Programs and Facilities for the Handicapped	98
Child Care Facilities and Programs	98
Library System	98
Fire and Police	98
Police	98
Goals, Policies, and Programs	100
Conservation of Natural Environment	100
Open Space	100
Parks and Recreation	102
Pathways	102
Joint Cooperation	102
Teens	103
Senior Citizens	104
Dependent Care	104
Library System	104
Fire and Police Services	105

8. CIRCULATION 107

Street System Constraints	107
Roadway Functional Classification System.	110
Traffic Characteristics	110
Traffic Volumes	110
Traffic Growth Continues	110
Street Capacities	113
Inventory of Streets and Traffic Control Devices	116
Transit Service Underutilized	116
Transit Dependent	118
Bicycles and Pedestrians	118
Pedestrian Facility Design and Location	120
Parking Analysis	122
Traffic Model.	124
Applying the Model	124
Trip Generation	125
Trip Distribution and Assignments	125
Future Operational Impacts	126
Needed Improvements to Existing Facilities	126
Goals, Policies, and Programs	130
Efficiency and Safety	130
Neighborhood Parking	132
Parking in Commercial Areas	132
Bicycles and Pedestrians	133
Transit	133

9. NATURAL ENVIRONMENT AND HAZARDS	135
Emergency Preparedness	135
Flood Hazards	135
Seismic and Geologic Hazards	136
Soils and Slope Stability	136
Noise	137
Existing Noise Sources in Los Altos	137
Projected Future Noise Sources	139
Air Quality	139
Goals, Policies, and Programs.	142
General	142
Emergency Preparedness	142
Flood Hazards	143
Seismic and Geologic Hazards	143
Noise	144
Air Quality	145
10. INFRASTRUCTURE AND WASTE DISPOSAL	147
Water Supply and Quality	147
Sewer Capacity and Future Development	147
Solid Waste Disposal	147
Hazardous Waste Disposal	148
Goals, Policies, and Programs.	148
Water Supply and Quality	148
Future Development	149
Solid Waste Disposal	149
Hazardous Waste Disposal	149
11. GLOSSARY OF TERMS	151
12. ADOPTION	165
13. INDEX	173
14. TECHNICAL APPENDICES	

TABLE OF FIGURES

	<u>PAGE</u>
1. EXECUTIVE SUMMARY	
Figure 1-1: Location in the Region	5
2. INTRODUCTION	
Figure 2-1: Relation of General Plan Chapters to State-Mandated Elements	12
3. COMMUNITY DESIGN AND HISTORIC RESOURCES	
Figure 3-1: Inventory of Potential Historic Sites in Los Altos	16
Figure 3-2: Important Entryways	20
Figure 3-3: Downtown Areas Targeted for Open Space	21
4. LAND USE	
Figure 4-1: Land Use in the Planning Area, 1986	25
Figure 4-2: City and Planning Area Boundaries	26
Figure 4-3: Downtown Areas with Potential for FAR Requirements	33
Figure 4-4: Specific Plan Boundaries	35
Figure 4-5: Location of Land Use Changes	36
Figure 4-6: Land Use Changes	37
Figure 4-7: Land Use Change #4	39
Figure 4-8: Summary of Commercial Build-out by Analysis Zones for the 1974-1986 General Plan	43
Land Use Plan, 1"=1000'	24" x 33" Folded Map
5. RESIDENTIAL DEVELOPMENT	
Figure 5-1: Median Household Income by Household Size for Santa Clara County	49
Figure 5-2: Los Altos Income Distribution, 1980	49
Figure 5-3: Apartment Rent Ranges in Los Altos, 1987	50
Figure 5-4: Affordable Housing Based on Santa Clara County Median Income, 1987	50
Figure 5-5: Households Paying in Excess of 25%, and in Excess of 35%, of their Gross Monthly Income for Housing in 1980	51
Figure 5-6: Breakdown of Los Altans by Poverty Status, 1979	52
Figure 5-7: Occupied Housing Units by Type and Tenure	53
Figure 5-8: Percent of Dwelling Units in Los Altos, by Year Built	53

Figure 5-9:	Historic Population Growth in Los Altos	54
Figure 5-10:	Projected Total Population and Number of Households in the Los Altos Sphere of Influence	54
Figure 5-11:	Projected Age Distribution, by Years and Percent, for the City of Los Altos	54
Figure 5-12:	Los Altos Projected Housing Need by Income Category	57
Figure 5-13:	Dwelling Units Added to Los Altos, April 1, 1980 to October 1, 1987	59
Figure 5-14:	Sites and Programs for Additional Housing, 1987–2005	60
Figure 5-15:	Vacant and Underdeveloped Residential Parcels	61
Figure 5-16:	Schedule of Program Actions	71
6.	ECONOMIC DEVELOPMENT	
Figure 6-1:	Projected Increases in Mean Household Income	73
Figure 6-2:	Los Altos Commercial Centers	75
Figure 6-3:	Taxable Retail Sales Per Capita—All Retail Stores	77
7.	OPEN SPACE, CONSERVATION, AND COMMUNITY FACILITIES	
Figure 7-1:	Park Land in Los Altos, 1987	88
Figure 7-2:	Map of School District Boundaries	93
Figure 7-3:	1986–87 Capacity of Seven Los Altos Schools	94
Figure 7-4:	Potential Capacity of Seven Los Altos Schools	94
Figure 7-5:	Los Altos Public Elementary School Distribution, by Grade, 1981 and 1986	95
Figure 7-6:	Los Altos Combined Public and Private Elementary School Distribution, by Grade, 1981 and 1986	95
Figure 7-7:	Private School Acreages in Los Altos	96
Figure 7-8:	Four-Minute Fire Response Map, 1987	99
8.	CIRCULATION	
Figure 8-1:	Circulation Diagram and Functional Classification System	108
Figure 8-2:	Roadways According to their Classifications	109
Figure 8-3:	Average Daily Traffic Volumes	111
Figure 8-4:	Historic Traffic Growth	112
Figure 8-5:	Intersection Level of Service Map	114
Figure 8-6:	Intersection Level of Service Definitions	115
Figure 8-7:	Existing Intersection Level of Service “D” or Below	115
Figure 8-8:	Through Lanes and Traffic Control Devices	117
Figure 8-9:	Major Activity Area and Transit Routes	119
Figure 8-10:	Bikeways Plan	121

Figure 8-11: Trip Generation Rates	122
Figure 8-12: P.M. Peak Hour Trip Generation by Site Location	123
Figure 8-13: Model Run Results—Intersection “Level of Service” Analysis	127
Figure 8-14: Level of Service Comparison Based on Figure 8-13	128
Figure 8-15: Projected Mitigations and Revised Levels of Service, by Alternative	129

9. NATURAL ENVIRONMENT AND HAZARDS

Figure 9-1: Land Use Compatibility Standards	138
Figure 9-2: Comparison of Population Noise Exposure Levels	139
Figure 9-3: Existing Noise Contours, 1987	140
Figure 9-4: Noise Contours—Build-out of Proposed General Plan	141
Development Constraints Diagram, 1"=1000'	24" x 33" Folded Map

1

1. EXECUTIVE SUMMARY

PURPOSE OF THE GENERAL PLAN

The General Plan represents an agreement among Los Altos on basic community values, ideals, and aspirations to govern a shared environment. Its purpose is to bring a deliberate, overall direction to the day-to-day decisions of the City Council, its commissions, and City staff and to inform Los Altos residents and the business community of the visions and constraints of planning for the City's future.

The Plan organizes the desires of Los Altos residents with respect to the physical, social, economic, and environmental character of the city. It embodies what the city is now and what it hopes to be 18 years from now.

The *Executive Summary* focuses on the *subject matter* of the General Plan. It identifies the direction the Plan sets and the intended outcome.

GENERAL PLAN GOALS

Goals are the realistic vision for the city's future. They articulate what the city wants to become and, in some cases, the location where goals will be achieved. The purpose of goals is to guide choices.

Each goal has corresponding policies and programs that link the goal to the physical choices that shape the city. Some policies and programs implement several goals. The ability of a policy or program to serve multiple purposes means that an overview of the Plan is very important in the decision-making process. A goal and its related policies and programs are called a "goal set."

The goals of this Plan are restated below along with the reasons behind them. These goals set the theme for the conservation and development of Los Altos for the next eighteen years. The goals, printed in boldface, are grouped according to chapter.

CHAPTER 2

The introductory chapter has one *goal set* which is related to administration of the Plan. The intent is to make it a useful document and to implement the Plan.

- **Ensure that the General Plan is a current document that is implemented in a timely manner.**
- **Ensure that the General Plan provides for a balance of land uses to address community needs and desires, as well as State requirements for a legally adequate General Plan.**

CHAPTER 3

The Community Design and Historic Resources Chapter defines the look and character of the community. The thrust of the chapter is to preserve and enhance the desirable visual aspects of Los Altos. The goals are:

- **Preserve and enhance the identity and unique character of Los Altos.**
- **Retain the character and natural appearance of the constructed environment.**

These first two goals include preservation of the village character that forms the special "sense of place" in Los Altos. Abundant landscaping, semi-rural residential streets, design that is appropriate to neighborhoods, underground utilities, community events that reinforce a sense of community, and improvement of gateways to the city and downtown are some of the particular components the City will strengthen in order to preserve its character. In addition, a village atmosphere will be created and preserved in shopping areas through adoption of village-oriented commercial design standards.

- **Increase the attractiveness of Downtown to Shoppers and Pedestrians.**
- **Preserve and enhance historic and cultural structures or sites.**
- **Maintain and enhance the attractiveness of neighborhood shopping centers and businesses along Foothill Expressway.**

Historic structures and sites together with their immediate surroundings are highly valued reminders of community heritage. They contribute to the City's identity. Preservation of historic places occurs through designation, design standards for remodelling, and waivers from City requirements that are at cross-purposes with historic preservation.

- **Preserve archaeological artifacts found in Los Altos or mitigate disturbances to them, consistent with their intrinsic value.**

If likely areas are proposed for development, they will be searched for archaeological remnants with the intent of preserving those artifacts either on- or off-site.

CHAPTER 4

The Land Use chapter lays out the future Land Use Plan, including a new land use classification system. The percentage of land with a changed classification is small because the city is nearly developed. The principal changes are to broaden available housing types and retain highly visible open space that is a hallmark of community character, and plan for a compatible and harmonious arrangement of land uses.

In addition to the Land Use Plan, this chapter contains the following four goals:

- **Promote orderly and compatible development outside the City limits but within the Planning Area.**

It is in the city's best interest that land with annexation potential be developed in a manner consistent with City land use plans. This not only makes the land more desirable for annexation, but makes for a smooth transition of land use with Los Altos Hills. The Los Altos Country Club is recognized as a privately owned open space critical to community open space and identity.

- **Balance the desirability of Public/Quasi-Public and commercial use with their impacts upon adjoining land uses.**

An important aspect of upholding the integrity of residential areas is to carefully mitigate or prevent development that detracts from the quality of adjacent areas. The City has a responsibility to plan and evaluate land use compatibility in the approval of land uses. Design requirements and operating limitations are one means of achieving compatible residential/commercial land uses. Flexibility of standards and procedures to readily adapt to changing trends in retail/housing/office is another useful means of achieving land use compatibility. This flexibility should be directed toward achieving goals, not circumventing them.

- **Development of the El Retiro site shall comply with established guidelines for phased development in a manner that is sensitive to environmental constraints, maximizes the preservation of on-site open space, and prevents intrusion into existing land uses.**

The above goal and accompanying policies and programs establish a plan for development and conservation of the El Retiro site.

- **Plan for a compatible and harmonious arrangement of land uses by providing a mix of uses which are consistent with projected social and economic conditions in the city.**

CHAPTER 5

The Residential Development chapter addresses the supply and demand for housing in Los Altos. The chapter emphasizes providing a variety of housing opportunities for Los Altos's present and future population. To this end, small lot zoning, increasing opportunities for multi-family housing, and low-density senior housing is proposed. Neighborhood quality and energy efficiency are also discussed. Topics in this chapter, particularly neighborhood quality, are closely related to topics in Chapter 3, Community Design and Historic Resources. Los Altos's housing goals are:

- **Preserve the natural beauty and rural-suburban atmosphere and the high quality of residential neighborhoods in Los Altos.**
- **Attract families with children to Los Altos.**
- **Strive to maintain a variety of housing opportunities for individual choice in location and housing type, whether in single-family or multi-family units.**
- **Maintain the pleasant, attractive, moderate density multi-family zoning districts, typically located between commercial and residential areas.**
- **Strive to make housing in the City available to all regardless of age, sex, race, ethnic background, marital status, religion or physical disability.**
- **Increase housing opportunities for Los Altos's senior population.**
- **Maximize Los Altos's energy-efficiency.**

CHAPTER 6

The Economic Development chapter examines the local economy from two different perspectives. The first centers on how and where city residents earn their income. Dependency on the economy of Santa Clara County is emphasized in the first perspective.

The second is the City's fiscal position and success of the city's commercial areas. The goals define what constitutes "success" of commercial areas. One component of success is convenience of shopping opportunities for residents; another is ability to produce revenues for the City.

Two points of particular significance emerge in this chapter: (1) Future commercial activity will occur in existing commercial areas with virtually no expansion of the boundaries of commercial areas; and (2) retailing must become more competitive, and there is a role for the City in accomplishing this. The City should manage the mix of business and organize the commercial areas so they are functional and visually attractive.

The following goals are found in Chapter 6. Some of the goals are closely related to topics discussed in Chapter 3, Community Design and Historic Resources, because they focus on visual elements of commercial areas.

- **Formulate a commercial strategy that is fiscally sound for the City.**
- **Recognize the nature of the regional economy and its implications for Los Altos residents and workers.**
- **Promote the economic and commercial success of Los Altos's commercial districts.**
- **Increase the economic potential of the El Camino Real commercial area.**
- **Increase the economic potential of and visually upgrade the North Entry.**
- **Increase the attractiveness of downtown to shoppers and pedestrians.**
- **Encourage and facilitate the long term viability of commercial activity at Loyola Corners.**

- Maintain and enhance a pleasant, attractive, and neighborhood character in the Loyola Corners area.

- Establish a circulation system in the Loyola Corners area which provides for convenient and safe travelways for motorized and non-motorized travel.

- Maintain healthy neighborhood businesses in Neighborhood Commercial (CN) zones along Foothill Expressway.

CHAPTER 7

The Open Space, Conservation, and Community Facilities chapter covers open space, conservation, parks, recreation, education, and social services. The social services section encompasses dependent care, teen, and senior facilities and activities, and fire and police services.

Open space is at a premium in Los Altos because the city is almost fully developed and has few parks. Spacious, privately-owned yards give the appearance of generous amounts of open space; however, that appearance is disappearing as residents expand their houses and build on the remaining vacant lots. Highly visible open space on corners and along roadways is recommended for open space setbacks to preserve the character of Los Altos. Creek corridors also present an opportunity for open space preservation, conservation, and flood protection.

The City can both purchase additional park land and continue to require parkland dedication or *in lieu* fees where new development occurs. Residents must be willing to tax themselves if the City is to purchase park land.

Regional open space is near and accessible to Los Altos. The City should encourage the continued expansion of regional open space because opportunities for open space in the city are extremely limited, and open space provides a needed respite from the intense urbanization of the region.

Greater use of existing community facilities rather than building new facilities should result in cost savings to taxpayers. A management approach aimed at more efficient use of school and other public facilities, recreation programs, dependent care, and delivery of city services is encouraged. Taking this one step further, the City may be able to market some of its services to other jurisdictions, resulting in a cost savings.

Continued support for senior citizen programs and expanding opportunities for teens are necessary. A joint venture with other cities or public or private entities should be investigated to carry out these goals.

The City's role in providing and facilitating care for dependent residents focuses on cooperation with providers of care, not inhibiting provision of dependent care services through land use controls, identifying unmet needs, and developing resources to meet unmet needs.

Fire protection and life safety are basic city services that need to be provided commensurate with community needs. An aging population is likely to make more calls for life safety services, a need the City should anticipate.

- Preserve and expand the amount of open space in and around Los Altos.

- Expand recreation programs utilizing City and non-City sites.

- Preserve and protect natural areas—natural creek channels, topography, and vegetation—which are valuable natural resources.

- Develop and promote a pathways system within the city which also connects to open space in surrounding areas.

- Provide the most cost efficient and effective services for present and future Los Altos residents.

- Maximize opportunities for joint public and private utilization of City, private sector, and private school land and facilities, and public school district land, facilities, programs, and resources.
- Ensure that resources are available to serve the city's dependent residents (children, disabled, seniors, homeless, and drug and alcohol abusers).
- Maintain a high level of library service.
- Ensure an adequate level of fire protection and life safety protection within Los Altos.
- Promote community order through the prevention of criminal activity, enforcement of laws, and meeting community service demands.
- Provide community oriented services that are responsive to citizen needs.

CHAPTER 8

The Circulation chapter more than any other demonstrates impacts of surrounding urbanization on Los Altos. As residents of the fourth largest metropolitan region in the United States, Los Altans are

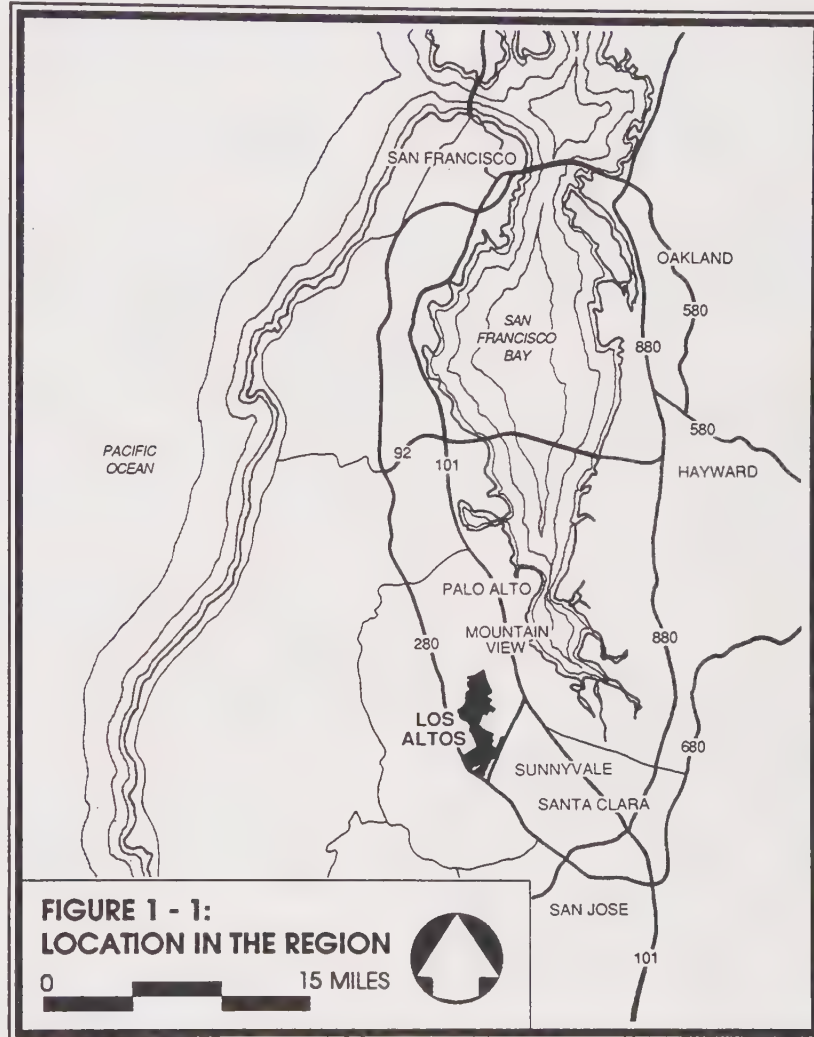
fortunate to have a tranquil city in the midst of a fast-growing County. Until recently, the city has not been criss-crossed with heavy traffic corridors that divide neighborhoods and degrade air and noise quality—problems neighboring communities have. A traffic model was used to examine the traffic impacts of potential future growth in Los Altos as well as future growth surrounding Los Altos. Compari-

son of potential development and commensurate traffic impacts led to the conclusion that in order to meet the goals of the community (as stated in the General Plan), the amount of previously allowable commercial development should be reduced in the Neighborhood Commercial areas along Foothill Expressway and in parts of downtown Los Altos. A floor area ratio (FAR) is one mechanism used to bring development potential into balance with traffic impacts.

The General Plan Review Committee was aware of the fac-

tors that threaten the livability of Los Altos and recognized the need for regional transportation solutions. The proposed land use changes described in Chapter 4 and the circulation goals in this chapter articulate a realistic approach to keep Los Altos a livable city.

- Provide for convenient and safe vehicular travel in all areas of Los Altos.



- Maintain a system of major streets and roadways bounding but not penetrating residential areas, supplemented by a system of accessible regional rapid transit, highways, expressways, and freeways.
- Reduce the amount of on-street parking in residential areas.
- Establish an adequate supply of parking downtown and in other commercial areas to accommodate patron and employee needs.
- Provide convenient and safe movement of non-motorized traffic in Los Altos to meet the commuter and recreation needs of the community.
- Promote a transit system adequate to meet the mobility requirements of Los Altos residents, and accessible and convenient to transit-dependent individuals.

CHAPTER 9

The Natural Environment and Hazards chapter presents safety (including seismic safety), noise, and air quality considerations. The City intends to plan for natural disasters and insure that essential emergency facilities will function in the event of a disaster. To the extent possible, the City will avoid land uses that may result in property damage or that threaten the public safety or well-being because they generate noise or air pollutants. The goals are:

- Minimize the risk of hazards to Los Altos residents.
- Plan for City and citizen actions in the event of a disaster.
- Reduce the potential for flooding along the creeks that traverse Los Altos.

- Minimize risks of personal injury and property damage associated with seismic activity, landslides and other geologic hazards.

- Minimize the amount of noise to which the community is exposed and the amount of noise created by future development.

- Maintain or improve Los Altos's air quality.

CHAPTER 10

The Infrastructure and Waste Disposal chapter defines guidelines for the on-going process of facility provision and service delivery. The City's water and sewer capacity is sufficient for future development. The City must work on a solid waste solution because its intermediate and long-range needs will not be met using existing landfills. The goals are:

- Support the provision of clean, healthful water in quantities sufficient to satisfy Los Altos's current and projected domestic and commercial needs.

- Maintain adequate sewer, gas, water, electric power, and communications systems and community facilities for Los Altos.

- Ensure long term solid waste disposal capacity for the City of Los Altos.

- Reduce the total volume of the solid waste stream.

- Protect the community's health, safety, welfare, natural resources, and property through regulation of use, storage, transport, and disposal of hazardous materials.

2

2. INTRODUCTION

WHAT IS THE GENERAL PLAN?

The General Plan is the City's principal policy document for guiding the future conservation and development of the city. It defines a realistic vision of what the city intends to be eighteen years from now and how the city will attain its goals. The essence of the Plan is contained in the goals, policies, programs, and the Land Use Plan.

In following these directives, the City will chart the course of conservation and development and will determine the nature of the environment and the future character of Los Altos. Some goals, policies, and programs address site-specific locations while others are more general in nature. The Land Use Plan shows proposed land uses which reflect the goals, policies, and programs.

The General Plan is a legal document adopted by the City Council. It is at the apex of land use regulations. All other land use rules and regulations must be consistent with the General Plan. Following adoption of the General Plan, regulations that are not consistent with it will be amended to insure consistency.

State law requires cities to prepare general plans. Some subjects are mandated and others are optional. Mandated subjects include land use, circulation, housing, open space, conservation, noise, seismic safety and safety. In addition to mandated topics, Los Altos has selected some optional subjects: community design, economic development, and infrastructure. When optional subjects are added to a general plan, they have the same status as a mandated subject. Therefore, no single chapter supersedes another. The goals, policies, programs, and Land Use and Circulation Plans must be internally consistent and form a cohesive policy document.

Figure 2-1 on page 12 shows the relationship of the Los Altos General Plan chapters to the issues that State law requires be addressed in all general plans.

General plans have long-term horizons. This Plan addresses an eighteen-year time frame. Goals are long-range in nature, while policies and programs are intermediate or short-range. Policies and programs guide day-to-day decision-making so that there is continuing progress toward the attainment of goals. For example, retention of the village character in Los Altos will result from consistent decision-making over a long period. It is important that programs be periodically reevaluated, new programs added, and ineffective programs deleted in order to attain long-term goals.

This General Plan consolidates and supersedes the 1974 Los Altos General Plan (Land Use, Circulation, Open Space, Conservation, Community Facilities, Scenic Highway, and Safety); the 1976 Seismic Safety Element; the 1977 Noise Element; the 1980 Housing Element and their amendments.

SETTING

Figure 1-1 on page 5 shows the city's location in the region.

LAND AREA ENCOMPASSED BY THE PLAN

The Los Altos General Plan covers an 8.8-square mile Planning Area which includes the City of Los Altos and nearby lands in the County located west of Foothill Expressway and east of Route 280. All lands outside of the City limits of Los Altos are regulated by the County's general plan and zoning designations. However, State law requires the City to plan for areas outside of its immediate jurisdiction, if the areas have a direct relationship to its planning needs.

The unincorporated lands within the City's planning area are also within the City's "Sphere of Influence." These lands are served by the City's sanitary sewer system and could be annexed to the City of Los Altos.

ADOPTION OF THE PLAN

To assist the City in land use decisions over the next eighteen years, the City Council adopted portions of the General Plan text and diagrams. Specifically, the adopted Plan consists of the goals, policies and programs in Chapters 2 through 10; the land use designations on pages 31-38; the descriptions of land use changes on pages 38-41, including Figures 4-5, 4-6, and 4-7; the Land Use Plan; the Circulation Plan, consisting of Figures 8-1 and 8-10, and the description of roadway classifications on page 110; all of Chapter 5; the Development Constraints Diagram; and the noise contours maps (Figures 9-3 and 9-4).

ORGANIZATION OF THE PLAN

TEXT

The Plan is made up of text, diagrams, and other illustrations. The text is arranged into chapters. Beginning with Chapter 3, each chapter includes the following parts: a description of existing conditions, a discussion of problems, and statements of desired future conditions. Desired future conditions are stated in the form of goals, policies, and programs which appear at the end of each chapter, beginning with Chapter 2.

THE GENERAL PLAN DIAGRAMS'

The fundamental diagrams (the Land Use Plan, Circulation Plan, Development Constraints Diagram, and noise contours maps) are adopted. The Land Use Plan and Development Constraints Diagram are drawn at a scale of one inch to 1000 feet and can be found in the map pockets of this document. The Circulation Plan is located in Chapter 8. The noise contours maps are in Chapter 9.

The **Land Use Plan** establishes the location and type of land use (and for residential, the density as well) that will be permitted on each parcel of property within the City's Planning Area. Other pertinent features of the Land Use Plan include the location of park sites, public school district lands, private school lands, and two Specific Plan areas (where more detailed planning is called for).

The **Circulation Plan** shows existing roadways and their classification, and existing and proposed bikeways, and is located in Chapter 8. The city-wide system of bikeways differentiates between off-street (Class I) bike paths and on-street bike lanes or bike routes (Classes II and III).

The **Development Constraints Diagram** summarizes conditions which may either preclude development or trigger particular requirements in order to make development possible. Floodways, slopes over 15 percent, and areas with earthquake faults are typical constraints.

The **noise contours maps** show existing and projected noise areas where mitigation from noise hazards should be considered in future land use decisions.

GLOSSARY

Following Chapter 10 is a glossary of terms. It is provided to assist the reader in understanding the Plan and to ensure that the terms used in the Plan are clearly defined to establish intent and to assist in interpretation. The glossary is not an adopted part of the General Plan. Where the definition of a term is to be adopted, it appears in the text of the Plan in the items listed in this section as specifically adopted.

TECHNICAL APPENDIX

A separate document—the General Plan Technical Appendix—contains supplementary information which is important reference material for some of the

policies and programs, but is not essential to the day-to-day use and implementation of the Plan. The Technical Appendix is not an adopted part of the General Plan, however.

A number of background reports were prepared as part of the General Plan update. Included in the Technical Appendix are the Report of the 2005 Committee, a Community Survey, Land Use and Build-out Analysis, Demographic Background Report,

PREPARING THE GENERAL PLAN

In 1985, members of the City Council met to discuss the contents and process for completing a new general plan. At that time, the City had a general plan that had been adopted in segments beginning in 1974. The most recent chapter, the Housing Element, was adopted in 1980. The plan was no longer cohesive or timely and clearly needed a major update. A consolidated plan with current information was needed to provide decision-makers with more effec-



Economic Development Background Report, Housing Policy Review, California Housing Element Law Requirements, Circulation Background Report, and material on parks and schools. The General Plan Final EIR is also a part of the Technical Appendix. The Technical Appendix is available—as a separate volume of the General Plan—in the public library in Los Altos and in the City's Planning Department.

tive policy guidance. In 1985, the City Council appointed the General Plan Review Action Team to identify the scope of work for the General Plan update and to recommend a process for completion of the plan.

Building on the outcome of the January 14, 1986 report by the General Plan Review Action Team to the City Council, the City began a two-year planning process. Highlights of that process include:

- Appointment by the City Council of the 2005 Committee—charged with identifying trends and issues that would have a significant effect on the future of Los Altos.
- Creation of a 38-member body, the General Plan Review Committee (GPRC), which worked with the Planning Department and consultants to develop the backbone of the General Plan—goals, policies, programs, and land use recommendations. The GPRC was organized into three committees: the Land Use and Circulation Committee, the Economic Development Committee, and the Community Design and Historic Resources Committee. These committees met 17 times from October, 1986 to April, 1987.
- Development of a telephone questionnaire and completion of a scientific, random sample survey of 418 households in Los Altos on various planning issues.
- Preparation of detailed background reports on Land Use and Build-out, Demographics, Economic Development, Housing Policy, California Housing Law Requirements, Circulation, Parks, and Schools. The material was used by the General Plan Review Committees to formulate goals, policies, and programs.
- Three public workshops which elicited community comments on the goals, policies, programs, and proposed land uses. The General Plan Review Committee considered the comments at subsequent meetings.
- A special edition of the City Newsletter summarizing the text of the Plan and showing the draft Land Use Plan. The Newsletter was sent to every household in Los Altos and was one of three methods used to notify people of the beginning of public hearings. Other methods included legal notice in the *Los Altos Town Crier* and the *Peninsula Times Tribune* and direct mailing to affected properties.
- A “Community Preview” to present the draft General Plan.

- Four and one-half months of scheduled public hearings before the Planning Commission and City Council.

This effort resulted in a General Plan built upon the ideas of Los Altans. The Plan will guide decision-making toward attainment of long term goals. Those who participated in the planning process and in formulating the Plan will serve as the collective community memory of issues raised and directions chosen.

ADMINISTERING THE PLAN

Once adopted, the General Plan does not remain static. Some programs are very effective in meeting goals. Others may lose their effectiveness due to changes in sources of funding, laws, economic environment, or priority.

It is important to evaluate and report the effectiveness of programs to decision-makers so programs can be continued, modified, or replaced in order to continue progress toward goals. State law provides direction on how cities can maintain the plan as a contemporary policy guide. It directs the planning department to report annually to the City Council on “the status of the plan and progress in its implementation” (Government Code §65400 [b]).

In addition to a review of implementation measures, a reevaluation of goals, policies, or programs may become necessary due to changes in the environment and economy. Flexibility to respond to a dynamic situation helps to keep the General Plan a realistic guide for policy-makers. Therefore, a periodic updating of general plans is useful for developed as well as partially developed communities.

Up to four general plan amendments per mandatory element per year are permitted by State law (Government Code §65358 [b]). Most amendments propose a change in land use designation of a particular property. Other amendments may stem from changing philosophy or circumstances. Any citizen wishing to amend the General Plan would follow the procedure established by the Planning Department.

State law requires that any decision on a general plan amendment must be supported by findings of fact. These findings are the rationale for making a decision either to approve or deny a project. While specific findings may be applied on a project-by-project basis, at least the following standard findings should be made for each General Plan amendment:

1. The proposed amendment is deemed to be in the public interest.
2. The proposed General Plan amendment is consistent and compatible with the rest of the General Plan and any implementation programs that may be affected.
3. The potential impacts of the proposed amendment have been assessed and have been determined not to be detrimental to the public health, safety, or welfare.
4. The proposed amendment has been processed in accordance with the applicable provisions of the California Government Code and the California Environmental Quality Act (CEQA).

City-initiated amendments, as well as amendments requested by other public agencies, are subject to the same basic process described above to insure consistency and compatibility with the Plan. This includes appropriate environmental review, public notice, and public hearings leading to an official action by Council resolution.

GOALS, POLICIES, AND PROGRAMS

Goal 1: Ensure that the General Plan is a current document that is implemented in a timely manner.

Policies:

1. The City shall take an active leadership role in assuring the implementation of General Plan programs and encouraging public review and participation in all aspects of the planning process.

2. The City shall periodically update and revise the General Plan as a current statement of community goals, policies, and programs. The update shall include appropriate environmental review, public notice, and public hearings leading to an official action by council resolution.

Programs:

1. **Rezoning.** Zoning districts will be revised where necessary to conform to General Plan land use designations.
2. **Pre-zoning.** Pre-zoning shall be initiated where necessary to conform to Los Altos General Plan land use designations.
3. **Progress report.** The planning department shall report annually to the City Council on the status of the General Plan and progress in its implementation.
4. **Plan update.** This plan shall be comprehensively reviewed in 1994 to determine whether or not it still corresponds with community conditions and values.

Goal 2: Ensure that the General Plan provides for a balance of land uses to address community needs and desires, as well as State requirements for a legally adequate General Plan.

NOTES TO CHAPTER 2.

¹ Diagrams are similar to maps but may be more general. The Attorney General in 67 Ops. Cal. Atty. Gen 75 (1984) discussed the difference between the use of the words "map" and "diagram," stating that a "map" refers to preciseness whereas "diagram" represents approximation. In other words, the law does not require specificity as to individual parcels since it refers to diagrams and not maps.

FIGURE 2 - 1: RELATION OF GENERAL PLAN CHAPTERS TO STATE-MANDATED ELEMENTS

MANDATED ELEMENTS	GENERAL PLAN	
	Chapter	Pages
LAND USE ELEMENT		
Policies and Phasing	4	44-46
Density	4	28-29, 31-38
Hazardous Areas	9	135-137, 143-144
Land Use Plan	4	Folded Map
Implementation Program	4	44-46
CIRCULATION ELEMENT		
Assessment	8	107-124
Policies	8	130-134
Map of Circulation System	8	108, 121
Description/Standards	8	110-128
Implementation Program	8	130-134
HOUSING ELEMENT		
Existing Units	5	55, 58-59
Potential Units	5	59-62
Existing Sites	5	60-61
Population Characteristics	5	49-55
Assessment of Need	5	55-59
Policies/Implementation	5	65-72
CONSERVATION ELEMENT		
Analysis of Areas	7	87-91
Areas of Concern	7	87-88
Development vs. Critical Areas	4, 7	28-29, 40-41, 88-89
Policies/Implementation	7	100-102
OPEN SPACE ELEMENT		
Analysis of Area	7	87-91
Policies	7	100-102
Criteria for Preservation	7	87
Definition of Categories	4	34
Implementation Program	7	100-102
SAFETY AND SEISMIC SAFETY ELEMENT		
Identification of Hazards	7, 9, 10	98-100, 135-142, 148
Acceptable Risk	9	135
Evaluation of Land Use	9	135-142
Structural Hazards	5, 7	63, 68, 105
Policies	7, 9, 10	105, 142-146, 149-150
Implementation Program	7, 9, 10	105, 142-146, 149-150
NOISE ELEMENT		
Existing Noise Levels	9	137-139
Future Noise Levels	9	139
Policies/Standards	9	144-145
Implementation Program	9	144-145

3. COMMUNITY DESIGN & HISTORIC RESOURCES

The purpose of this chapter is to define the urban form and character of the community, and to preserve and enhance its desirable aspects. Goals, policies, and programs pertaining to community identity are found on pages 17–23. Many of the policies and programs that affect community identity also relate to land use, to residential development, and to commercial areas. Hence, some design-related policies and programs will be found in Chapters 4, 5, and 6.

PATTERN OF DEVELOPMENT; EXISTING CONDITIONS

Los Altos is 6.6 square miles in area. It is a fully developed community with a well established land use pattern that is unlikely to change in any significant way.

The city is predominantly residential, with a family-dominated population living in spacious single family homes on comfortable lots. The town has a consistency in appearance that is attractive, with an abundance of major trees and other significant vegetation. It also has a consistency in “feel.” One senses that the residents have much in common with their neighbors.

Seventy-one percent of the 4,222 acres within the City limits is used or reserved for housing. Most of the residential land in Los Altos is zoned for 10,000 square foot lots and has an average density of 3.8 dwelling units per acre. Smaller lots and houses are found in 3 or 4 specific areas: near Loyola Corners, the Rancho Shopping Center, and Orange Avenue, and in the area bounded by Loucks Avenue, Los Altos Avenue, Portola Avenue, and San Antonio Road.

Although the city is short on park land, there is a great deal of “private open space” in the neighborhoods, which gives Los Altos its existing natural, open character.

Only 73 acres (less than 2 percent of the city’s total area) is undeveloped, but the potential exists for intensification of development.

The major influences on land use are sub-regional. They stem from Los Altos’s location in northern Santa Clara County. The city’s unique identity is a product of the contrast of its low density, residential character, and the more intensive land use found in surrounding communities. In short, Los Altos is a quiet residential oasis in an area of burgeoning development.

Los Altos has an archaeological heritage as well as historic resources from the early twentieth century. The Ohlone and Muwekma Indian tribes made their homes at several creekside locations in the area. Recent construction has unearthed some significant archaeological findings with evidence of prehistoric habitation and burial sites.

In 1906, the Southern Pacific railway sought a new shipping and passenger depot along the hills west of Mountain View. An associated company, the Interurban Electric, purchased the Winchester Rifle family farm which today is the Los Altos Downtown Triangle. In 1907, the Los Altos Land Company laid out the town in the midst of ranches and orchards. By 1920, the community was well established and centered around the Southern Pacific Railway Station. A number of historic buildings remain from that era and contribute to the character and identity of Los Altos.

There are eight commercial areas in Los Altos. From the standpoint of community identity, the most important of the commercial areas is the “Downtown triangle” or “Downtown village.” It is well-defined, with retail uses focused on State and Main Streets. Tree-lined Main Street curves and is thus even more distinctive—as Downtown streets go. One- and two-story buildings predominate, and combined with the large parking plazas (with many mature trees) at the rear of the stores, they give Downtown a low density atmosphere.

Los Altos is seen along El Camino Real at the city's northern edge and its boundary with Mountain View. This is visually the second most important commercial area. Mountain View is pursuing much more intensive commercial development along its side of El Camino than is Los Altos. There is concern about how the two different sides of this major artery are developing and will mature, and how Los Altos will "come off" in contrast to neighboring Mountain View and Palo Alto.

"IDENTITY" DEFINED

In order to get at what the community identity of Los Altos is, and how to preserve or enhance that identity, members of the citizens' committee studying these issues were asked a series of questions.

- What is Los Altos now; what do its citizens want it to be?
- How will remaining open space and public lands be used?
- Can Downtown and other retail areas be preserved, especially in terms of their scale, variety of stores and services, and attention to street face?
- What is special about the appearance of the residential areas in Los Altos? Is it the design character of residential streets (no sidewalks)? Is it house size, open space around the houses, or other characteristics?
- How can the City save those structures that are today's historic buildings, as well as identify and protect those that will become tomorrow's historic buildings?

At the same time, the Community Survey was conducted, and it disclosed some important opinions.

COMMUNITY SURVEY RESULTS

Los Altans clearly like their city because of its "small town atmosphere and low density" (47.1% mentioned this category first; 15.1% mentioned it second). A distant second reason given was the quiet, nice neighborhoods (14.1% + 19.9%).

When asked if there is something really unique about Los Altos that distinguishes it from other Peninsula communities, 29.9% responded "village atmosphere" and 11.7% named the "residential character" of Los Altos.

When asked what kind of city they wanted Los Altos to be in 10 years, Los Altans responded that they like the city just the way it is: 55.3% said they want the city to be the same as it is now, with no changes.

As for housing and residential areas specifically, 25.8% of Los Altans showed a significant concern over trends in the size and bulk of homes. One respondent likened some of the newer homes to "putting elephants on postage stamps."

CONCLUSIONS OF THE GENERAL PLAN REVIEW COMMITTEE

Identity/Image. The residents like and want to keep the city the way it is. Change is inevitable, and if the citizens only react and fail to plan for the changes and shape them, Los Altos will lose its unique identity. In order to counteract potentially negative changes, the components that make Los Altos unique must be identified, so that efforts can be made to preserve and enhance those qualities. Some of the city's unique qualities relate to the landscape:

- There are large, individual trees and important groves of trees. Even a few remnants of orchards remain.
- There are natural landscapes (e.g., creeks and hillsides) that can be seen and appreciated.
- There are landscapes that have been constructed (e.g., the planted medians in San Antonio Road and Foothill Expressway).

Other aspects of the city's uniqueness owe to those things Los Altos doesn't have: a large supply of visible, low-income housing; department stores; "alot" of rental housing; wide major arterials; extensive agriculture; industry; county parks; street lights; and sidewalks.

The combination of what Los Altos has and doesn't have presents an image of greenery and softness that translates into a feeling of "low-density" or "semi-rural." Whether or not those labels are accurate depends on the standards used and the cities to which Los Altos is compared. What is important is that the citizens *see* their community as "low-density" and "semi-rural" and want to keep it that way.

Open Space and Public Lands. Los Altos has very little in the way of public parks. The City owns some open space and park areas and leases others. A number of school closures have resulted in the loss of open space and playfields to development, although some school land has been purchased and saved for the public domain. Many of Los Altos's parks have a special "woody" character—e.g., logs in place of curbs, and large tree groves, that

make Los Altos parks very different from those in nearby cities.

Preserve Downtown and other retail. The Downtown "village" is an important part of the Los Altos identity/image. Downtown is perceived as the center and the heart of the community. It owes its unique appearance to the combination of—

- Small parcels laid out before World War I along streets perpendicular to the Southern Pacific Railroad (now Foothill Expressway);

- Some 15–20 sixty- and seventy-year-old buildings remaining from that period;
- Newer stores constructed to cater to the suburban market that developed primarily in the 1950s and 60s;
- Confinement of the commercial area to the triangle bounded by Foothill Expressway, Edith Avenue, and San Antonio Road;



- Parking plazas; and
- Trees.

Residential is another important component of "keeping Los Altos the way it is." The predominant residential unit is a one-story house on a quarter-acre lot, with ample front and rear yards. The predominant style is "California Ranch" with shake roof.

As the population on the Peninsula and in the South

Bay swelled, the demand for housing pushed up housing prices and land values as well. As building lots became considerably more expensive, purchasers (individuals as well as developers) began to maximize the use of their high-cost land by building bigger and bigger houses. As a result, the *Sunset Magazine* ranch-style houses of the 1950s began increasingly to find two-story homes as neighbors in the 1970s and 1980s. At the same time, many homeowners with larger lots were subdividing and selling off "flag lots."

Historic buildings. There are 15-20 historic buildings Downtown, and an equal number of historic houses are located west of Downtown between Foothill Expressway and Adobe Creek. These buildings are an important component of the "Los Altos look." To maintain the present feel and look of the community will require protecting and preserving these buildings, as well as protecting their flanks from encroachment by out-of-scale and out-of-character buildings.

A number of inventories have been made of historic buildings and sites in Los Altos. An existing City ordinance protects buildings that are designated landmarks, but not their surroundings. Buildings that are *not* so designated are not protected in any way. The problem is to find a way to reduce the potential for demolition of (or changes to) historic structures and to simultaneously reduce the potential for the creation of inhospitable surroundings, all the while respecting the rights of private property

FIGURE 3-1: INVENTORY OF POTENTIAL HISTORIC SITES IN LOS ALTOS.

Residence	210 Alta Vista
Residence	11 Angela Drive
Residence ¹	547 Castano Corte
Maryknoll Seminary ²	23000 Cristo Rey Drive
Merriman House	762 Edgewood Lane
SP Station(now Sav & Loan) ¹	288 First Street
Shoup Hall (now store) ¹	300 Main Street
Business ¹	388 & 398 Main Street
Business ¹	316 Main Street
Business ¹	397 Main Street
Business	398 Main Street
Residence	Miramonte (SW corner) and Covington
Old San Antonio School	2460 Foothill Boulevard
Foothill Congregational Ch.	461 Orange Avenue
Residence	580 Orange Avenue
Residence	634 Orange Avenue
Residence	640 Orange Avenue
Residence	654 Orange Avenue
Merriman Carriage House	744 Orange Avenue
Residence ¹	55 Pepper Drive
Residence	448 Rinconada Court
Residence	66 North San Antonio Road
Apricot Orchard ¹	1 San Antonio Road
San Antonio Club ¹	647 San Antonio Road
Residence	130 Second Street
St. Nicholas Church	Sherman and Lincoln
L.A. History House ¹	51 South San Antonio Road
Residence	220 University Avenue
Residence	368 University Avenue
Shoup Park	410 University Avenue
Residence	452 University Avenue
Redwood Grove ¹	482 University Avenue
Residence	485 University Avenue
Residence	500 University Avenue
Residence	542 University Avenue
Residence	600 University Avenue at University Terrace
El Retiro Retreat House	662 University Avenue
	711 University Avenue
	420 Yerba Santa
Residence	20 First Street

Source: City of Los Altos.

¹ Properties which are designated Historic Sites by Ordinance.

² Not in Los Altos.

and the ability to derive reasonable economic use of or return from the property. Figure 3-1, across page, lists historic sites identified by the Los Altos Historical Commission.

DOWNTOWN AND OTHER COMMERCIAL AREAS

Commercial land use policy presents important issues. Ability of different land uses to generate tax revenue is stressed in Chapter 6. That discussion points out, however, that fiscal consequences are only part of the picture in determining a desirable mix of land uses. Other needs, such as maintaining the identity of the city, must also be evaluated.

Downtown has special assets and needs. "Village character" and scale of building will play a role in determining the popularity of Downtown as a shopping destination — and hence as a producer of tax revenue for the City.

GOALS, POLICIES, AND PROGRAMS

Goal 1: Preserve and enhance the identity and unique character of Los Altos.

Goal 2: Retain the character and natural appearance of the constructed environment.

STREETS/GENERAL AMBIENCE

Policy:

1. Ensure that the city's residential streets maintain their pleasant, semi-rural appearance.

Programs:

1. **Residential street widths.** Maintain the pleasant, semi-rural appearance of residential streets by minimizing pavement.
2. **Commercial vehicles, boats, and trailers.** Strengthen enforcement of controls over large



trucks, in-operable vehicles, recreational vehicles, boats, and trailers that clutter the streetscape.

3. **Design standards.** Revise/adopt new street design standards, focused on landscaping and pedestrian scale, as opposed to auto-orientation.
4. **Front-yard paving.** Adopt regulations to preclude paving of front yards, providing for exceptions on a case-by-case basis.

LANDSCAPING AND TREES

Policies:

2. The City shall encourage the addition of trees and landscaping to streets that need beautification.
3. The City shall preserve heritage and landmark trees, and trees that protect privacy in residential neighborhoods.
4. The City shall educate its citizens, developers, old and new commercial tenants, and landscape contractors as to landscaping.
5. The City shall insure a variety of landscaping along selected city streets.
6. The City shall encourage desired provision of landscaping along all streets.
7. The City shall require owners to maintain unpaved public rights-of-way and walkways clear of vegetation which impedes movement or causes a safety hazard.

Programs:

5. **Median strips.** Designate streets for installation and planting of medians.
6. **Street trees.** Prepare, adopt, and fund a street tree planting and management program, for application in existing and new areas for street trees. Establish varieties, size and spacing stan-

dards, maintenance and replacement standards, priorities, and planting schedules.

7. **Landmark trees.** Identify heritage and landmark trees and pass an ordinance to preserve them.
8. **Tree removal.** Require permits for the removal of landmark and heritage trees and significant whole orchards.
9. **Landscaping.** Develop a community outreach program to let people know about types of landscaping, when to plant, *etc.*

DESIGN APPROPRIATE TO LOS ALTOS

Policies:

8. The City shall promote pride in community and excellence in design in conjunction with attention to and compatibility with existing residential and commercial environments.
9. The City encourages design variety and privacy and the reduction of the appearance of bulk in new homes and additions to existing homes.
10. The City shall strengthen its site planning and architectural design review.
11. The City shall preserve neighborhood identity and promote architectural diversity in the design of new homes and residential developments.

Programs:

10. **Architectural review.** Establish detailed standards, procedures, and guidelines for architectural review for (1) commercial and (2) multi-family residential to include such items as bulk, building materials, color, landscape treatment of front yards, driveway paving, maintaining privacy, *etc.* Continue to use architectural review regulations in single family areas and developments. Monitor to evaluate effectiveness. Review for adequacy and con-

sider changes to regulations which address acceptable design features, roof pitch, Floor Area Ratio (FAR), juxtaposition of structure to streetscape, and appropriate expertise for design review authority.

11. **Design awards.** Initiate annual architectural design awards for best designed home, home addition, retail, commercial, and multi-family structures.
12. **Combining lots.** In order to preserve a diversity of housing, the City shall discourage the combining of small lots into larger lots.
13. **Commercial signs.** Maintain harmony of sign design with neighboring businesses within each of the commercial centers.
14. **Fences and walls.** Develop and adopt standards to achieve aesthetic consistency of exterior walls and fences.

UTILITIES

Policies:

12. The City requires utilities in new developments to be placed underground.
13. The City shall investigate the feasibility of undergrounding existing overhead utilities and targeting areas for undergrounding.
14. The City encourages street lights at all major intersections.
15. The City shall allow neighborhood-by-neighborhood determination of street lighting needs.

Programs:

15. **Undergrounding utilities.** Contact utility companies regarding cost and feasibility of undergrounding.
16. **Public utility easements.** Vacate unused rear- and side-yard public utility easements.

17. **Assessment districts.** Provide the means for residents to form an assessment district or otherwise pay part of the cost of placing utilities underground.
18. **Utility poles.** Assure that all utility poles are wood or blend with their surroundings.

SENSE OF COMMUNITY

Policy:

16. The City shall promote the use of its streets and public areas for events that appeal to a cross-section of Los Altos and foster a feeling of community.

Programs:

19. **Community events.** Encourage, support, and publicize community events such as (1) Pet Parade, (2) Festival of Lights, (3) special recreation programs, (4) use of Downtown bandstand area, (5) sidewalk sales, (6) historic walking tours, and (7) other community oriented events.
20. **Public art.** Support public art throughout the community.
21. **Community news.** Continue to provide citizens with information about the City.
22. **Sister City.** Support the Sister City Program.
23. **Citizen recognition.** Recognize Los Altos citizens who have distinguished themselves and reflect pride in the City.

ENTRYWAYS

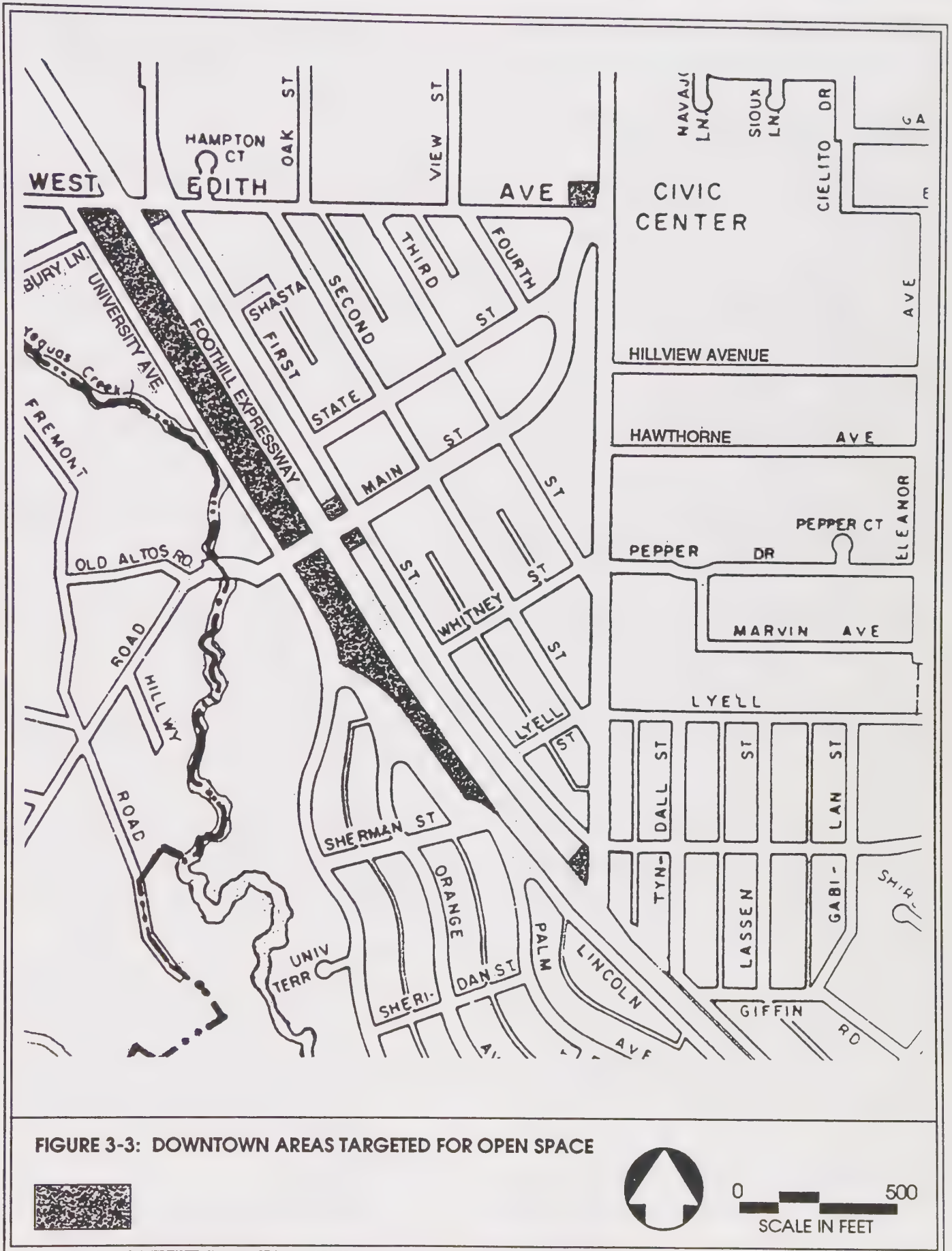
Policy:

17. The City shall enhance entryways to the city and Downtown (Figure 3-2, page 20).

Programs:

24. **Entryways.** Define entryways to the city and Downtown.





25. **Landscape design.** Use open space and landscape design to enhance entryways.

Goal 3: Increase the attractiveness of Downtown to shoppers and pedestrians.

DOWNTOWN

Policies:

18. The City shall retain and enhance the small "village" atmosphere in the Downtown Triangle, and along both sides of San Antonio Road.
19. The City shall seek businesses in the Downtown area consistent with the small "village" atmosphere.
20. The City shall encourage the upgrading of building exteriors and rear entries, elevations, signs, and passageways.
21. The City shall encourage pedestrian-oriented design Downtown.
22. The City shall encourage the provision of additional open space Downtown.

Programs:

26. **Beautification standards.** Develop standards to promote the beautification of Downtown and to make Downtown more walkable. Include a standard requiring pedestrian scale as a design criterion for allowable development and redevelopment.
27. **Landscaping along Foothill Expressway.** Require a landscaped strip along the back of properties along Foothill Expressway between Edith Avenue and San Antonio Road.
28. **Pedestrian amenities.** Provide or require provision of pedestrian amenities such as fountains, benches, tables, kiosks, landscap-

ing, and courtyards. Remove existing constraints to ensure such facilities can be achieved.

29. **Aggregation of parcels.** Review regulations to consider the effects of merging lots. Encourage a 25-foot articulation in the CRS zone, *i.e.*, design building fronts that recognize the underlying or original subdivision of land into lots with 25-foot frontages.
30. **Standards for "village" atmosphere.** Develop standards for commercial architecture that define village atmosphere.
31. **Farmers market.** Encourage and allow for the establishment of a weekend "farmers market."
32. **Downtown open space.** Target areas illustrated in Figure 3-3 (page 21) for the provision of open space Downtown.
33. **In lieu fees.** Adopt regulations to provide for *in lieu* fees to be used for the acquisition and development of open space Downtown.

Goal 4: Maintain and enhance the attractiveness of neighborhood shopping centers and businesses along Foothill Expressway.

OTHER COMMERCIAL CENTERS

Policies:

23. The City shall promote and retain a village design theme reflected in architectural style, building orientation, and site amenities.
24. The City shall promote an attractive orientation of buildings to central parking plazas, where feasible.

Programs:

34. **Beautification standards.** Develop standards for beautification of commercial areas designed to encourage pedestrians.

35. **Standards for "village" atmosphere.** Establish design criteria and standards to create a "village" atmosphere in shopping areas, including provision of more public and private places to sit, relax, and eat. Specifically include criteria and standards to protect the existing character and design of Rancho Shopping Center.
36. **Landscaping and pedestrian plans.** Develop plans for enhancing the landscape and pedestrian amenities, to include open areas, benches, trees, water fountains, and trash receptacles.

Goal 5: Preserve and enhance historic and cultural structures or sites.

HISTORIC STRUCTURES

Policies:

25. The City shall ensure that the integrity of historic structures and the parcels on which they are located are preserved through the implementation of design standards.
26. The City shall establish criteria for compliance of historic structures with the building and fire codes.
27. The City shall implement legislation prohibiting the demolition of an historic structure until the applicant conducts an evaluation of the condition of the structure and the economics of use after rehabilitation.

Programs:

37. **Designate historic buildings.** Continue the Historical Commission's program of identifying and designating significant historic buildings and areas.

38. **Add historic sites.** At least every five years, add "possible future sites of historic interest."
39. **Guidelines for selecting and ranking.** Strengthen the historic preservation ordinance to establish guidelines for selecting and ranking significant buildings. The guidelines shall include criteria for architectural style, use, and location.
40. **Downtown buildings.** Protect historic structures in Downtown Los Altos by modifying firewall requirements, modifying setbacks on adjoining lots as appropriate, or requiring architectural concessions in connection with new developments.

Goal 6: Preserve archaeological artifacts found in Los Altos or mitigate disturbances to them, consistent with their intrinsic value.

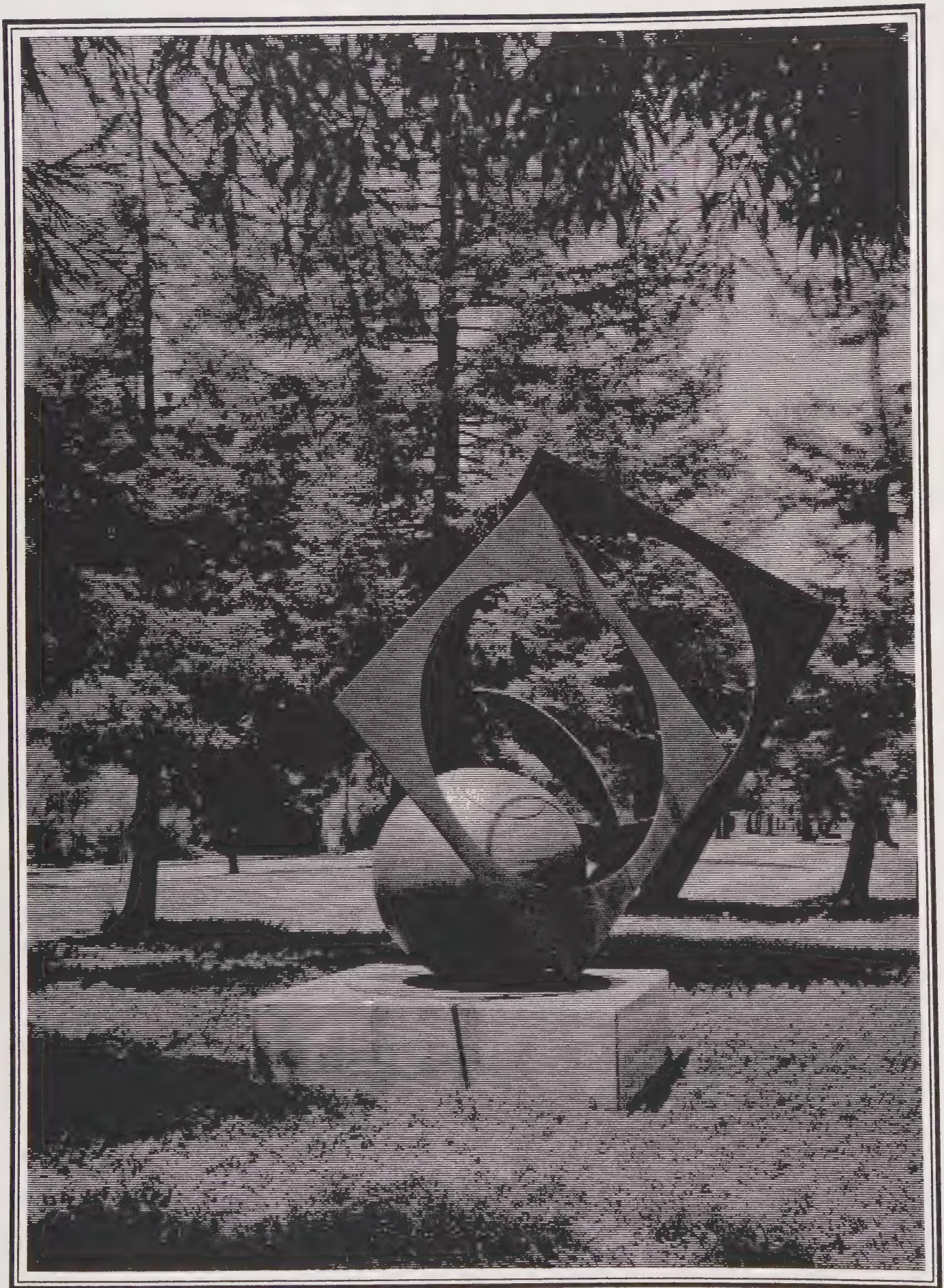
ARTIFACTS

Policy:

28. The City shall require an archaeological survey prior to the approval of development projects near creeksides or identified archaeological sites.

Programs:

41. **Mitigations for archaeological sites.** As determined by the archaeologist surveying the site, require mitigation measures for development projects that affect archaeological sites.
42. **Archaeological site survey.** Require all archaeological reviews to be performed by qualified archaeologists and to include a records search and thorough site survey.



4

4. LAND USE

This chapter describes the pattern of existing development and constraints to future development. It brings together all land use issues, limitations, and opportunities, balanced with community needs and desires. It defines land use categories, highlights the major changes in this Plan relative to its predecessor, and presents the General Plan "Land Use Plan." The Land Use Plan balances the quality of living, environment, and transportation needs. The process used in reviewing these interrelated issues looked at land use needs and transportation capabilities together, so that neither one overwhelmed the other.

A build-out analysis of the General Plan is summarized on pages 41-43. Goals, policies, and programs pertaining to annexation, land use compatibility, El Retiro, and land use arrangement are listed beginning on page 44. Goals, policies, and programs that address residential development are found at the end of Chapter 5. Goals, policies and programs related to each of the city's commercial areas are addressed in Chapter 6, Economic Development.

PATTERN OF DEVELOPMENT

By January 1, 1987, Los Altos encompassed 4,222 acres, or approximately 6.6 square miles and had a population of 27,189. The "planning area," which includes the city plus unincorporated land to the southwest of the city, had an estimated population of 30,100 in 1985. Since 1974, the date of the previous General Plan, approximately 382 acres have been added to the city. All of this annexed land is in residential use.

Los Altos is a fully developed community with a well established land use pattern that is unlikely to change in any significant way. The city is residential in character; 71% of its 4,222 acres is reserved for housing. Most of the residential land in Los Altos is zoned for 10,000 square foot lots and has an average density of 3.8 dwelling units per acre.

In 1986 the City adopted ordinances to limit the height and bulk of single family residences to keep neighborhoods consistent and to preserve private

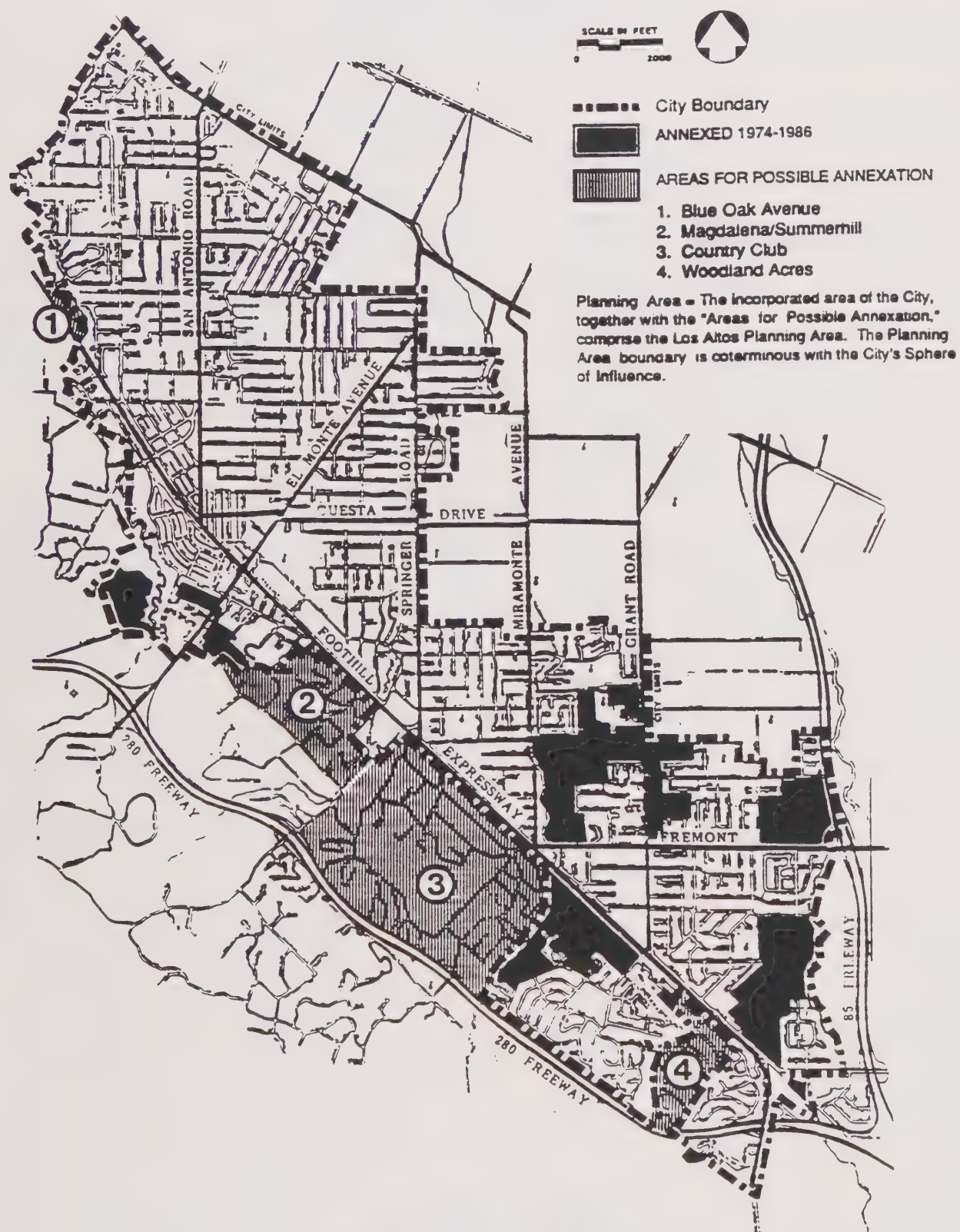
FIGURE 4-1: LAND USE IN THE PLANNING AREA, 1986

<u>Land Use Categories</u>	<u>Acres in City</u>	<u>% of City</u>	<u>Unincorporated Area¹ (Acres)</u>	<u>Planning Area² (Acres)</u>
Residential	2999	71	491	3484
Commercial	132	3	0	138
Open Space & Parks	42	1	100	192
Streets & Parking	735	17	88	823
Public Schools	132	3	0	132
Private Schools	28	1	1	29
Community Facilities & Utilities	81	2	2	83
Vacant	73	2	2	77
TOTAL AREA	4,222	100%	686	4,958

¹ The unincorporated areas are located within the Planning Area and could be annexed. They include: Blue Oak Avenue, Magdalena/Summerhill, Country Club, and Woodland Acres. ² The Planning Area Boundary includes the City and the unincorporated areas. It is coterminous with the City's Sphere of Influence boundary.

Source: Land Use Survey conducted by the City of Los Altos, December 1986.

FIGURE 4 - 2: CITY AND PLANNING AREA BOUNDARIES



open space in neighborhoods. These measures are intended to reinforce the existing natural, open character of Los Altos.

The non-residential land in the city is divided among commercial (which includes office and retail), schools, open space and parks, community facilities and utilities, and streets and parking. Figure 4-1 (page 25) shows the distribution of land uses in Los Altos and on lands with annexation potential within the planning area. Figure 4-2 on page 26 shows the City and planning area boundaries.

Most land in Los Altos is privately owned. Housing is the principal use of privately owned land. Publicly owned land is used for streets and parking (17% of all land), public schools (3%), utilities and public facilities (2%), and parks and open space (1%).

Los Altos is a mature city: only 73 acres (less than 2 percent of the city's total area) are undeveloped and potentially available for additional urban land use. The city can expect the build-out of all undeveloped land within the next two decades. (See page 41 for definition.) One result will be an appearance of slightly increased residential and substantially increased commercial density and reduced open space.

There is potential for intensification of development (including remodeling) according to the land use regulations in the former and in this General Plan. The potential for intensification, summarized on pages 41-43, exists in commercial areas which have developed at a lower density than allowed by the zoning ordinance (see Figure 4-8, page 43) and on residential sites identified in the build-out analysis.

MAJOR LAND USE INFLUENCES

Los Altos's unique identity is a product of the contrast between the city's low density residential character and the intensive land use in surrounding communities. The city is a residential oasis in an area of burgeoning employment growth, a convenient location with a natural atmosphere.

Los Altos generally do not have the lengthy commutes experienced by most workers in Santa Clara County. The desirability of a Los Altos residence or workplace coupled with the small amount of vacant land has had a substantial effect on land prices. Prices can be expected to continue to rise accompanied by pressures for the type of development suited to expensive land.

The city's proximity to the urban assets of nearby communities means that Los Altos can enjoy high quality medical care and a wide variety of shopping and employment opportunities without the accompanying adverse impacts. It also means that the City foregoes a potentially sizable commercial tax base because residents satisfy their major shopping needs outside of Los Altos. Los Altos have not demanded a wide range or depth of commercial uses in their city.

Los Altos does not now contain land uses that attract a great deal of traffic from outside of the community; however, local streets are affected by the rising traffic levels in surrounding cities. As the freeways and expressways of Santa Clara County become more and more congested, traffic tends to cut through residential areas to go from freeways on one side of Los Altos to employment centers on the other side.

ANNEXATIONS

Since 1974, Los Altos has annexed approximately 382 acres of residential land. Lands possibly subject to future annexation are also in residential use or designated for open space. Therefore, any future annexation will further reinforce the City's residential orientation.

Figure 4-2 shows City boundaries; planning area boundaries; annexations, 1974-86; and areas subject to annexation, all within (a) the City's Sphere of Influence as defined by the Santa Clara County Local Agency Formation Commission (LAFCO) and (b) within the City's planning area. The Sphere of Influence and planning area boundaries are identical. Annexation requires an affirmative, majority

vote of the residents of an area requesting to annex to a city, a majority vote of the City Council, and approval of a majority of LAFCO.

Prior to the passage of Proposition 13 in 1978, residential property generated sufficient taxes to cover City expenses associated with those properties. This has not necessarily been the case since Proposition 13. In order to make an informed decision on the desirability of annexing an area, the City should evaluate the costs and benefits of a proposed annexation. The City may want to require the petitioners to conduct a fiscal impact analysis to assist in this evaluation.

PRE-ZONING

Land outside the City limits, but within the Los Altos Planning Area, is pre-zoned with the approval of Santa Clara County. Pre-zoning (a) shows a city's intended zoning for an area in the event the area annexes to that city, and (b) becomes the city's zoning for the area upon annexation. Pre-zoning also serves as a guide to the County in its land use decision-making.

Pre-zoning is subject to the same requirements applicable to zoning in a city, including the requirement for consistency with the general plan. Zone changes can be granted in compliance with prescribed procedures. Los Altos, with the approval of Santa Clara County, has pre-zoned land with annexation potential for varying densities of single family use.

THE EL RETIRO SITE

The El Retiro site, which consists of approximately 51.5 acres, is located west of University Avenue and north of O'Keefe Lane. The entire site is within the City of Los Altos. The site is recognized as an important property because of its sensitive environment, large open spaces, and use over the years as a private retreat. For these reasons, specific site utilization guidelines are addressed in the General Plan. In 1983, representatives of the California Province of

the Society of Jesus (the Jesuits) indicated their intention to continue the retreat usage of the site indefinitely, but to sell certain portions of the site for residential development. To insure proper use of the site, the City of Los Altos conducted a planning study of the El Retiro site which is available for review at the City of Los Altos planning department.

The City decided that the most appropriate land uses for the site are residential, open space, and a continuation of retreat uses. The City adopted a goal and objectives and amended the Land Use Element map to designate El Retiro as Planned Community, 50 units maximum, in a General Plan amendment in 1984. (To maintain consistency with this General Plan update, the El Retiro goal and objectives have been reformatted into goals, policies, and programs.)

The City in 1984 approved a Master Plan which established a baseline number of units for each residential area and identified areas of public and private open space and areas not suitable for development. The City Council in 1986 approved offers of dedication from El Retiro for conservation and pedestrian pathways easements, and the designation of Area C as open space.

The City Council adopted Ordinance Number 86-155, the Adobe Creek Ordinance, in 1986. Its goal and objectives are hereby carried forward to this General Plan. The land use designation is hereby changed to show the actual open space and residential uses approved for the site. It is intended that the Planned Community (PC) zoning district remain as is.

Density. The baseline number of residential units to be developed on the 51.5 acre site has been established at 40 units. The baseline of 40 units could be increased by a density bonus of up to ten additional units, in exchange for dedicated public open space on the site. Thus, the maximum density for the site would be 50 residential units to be permitted only through special consideration by the City. Baseline and maximum site density are based upon the fol-

lowing criteria.

- Historic use and zoning of the site (the site has been zoned R1-40, which allows one unit per net acre of site area, defined as 80 percent of the gross site acreage).
- Surrounding residential density and zoning (ranging from one to four dwelling units per acre, including one-acre and larger estate-lots within the jurisdiction of the adjacent Town of Los Altos Hills).
- Property owner objectives for the site.
- Local resident input from citizens of Los Altos and Los Altos Hills.
- Findings of the El Retiro site study.
- Planning Commission and City Council direction.

DEVELOPMENT CONSTRAINTS

Environmental and regulatory constraints to the development of vacant land or intensified use of urban land may not entirely prevent development from occurring, but they increase the difficulty and expense of land development. The predominant local constraint is that only 2 percent of the city's land area is undeveloped. This shortage of developable land is typical of cities in northern Santa Clara County. High land costs either increase the difficulty of producing economically feasible projects, or raise the cost or rental rate of the product, or both.

The primary infrastructure constraint in Santa Clara County is transportation. In 1964, Santa Clara County had approximately 20 percent of the nine-county Bay Area's jobs and 21 percent of the region's population. By 1984, the County had 31 percent of the region's jobs but only 25 percent of its population. This means that the County is importing a substantial proportion of its workers who commute from outside the County on inadequate regional and

local roads.

During the first half of the 1980s, the nine-county Bay Area began attracting a substantial number of workers from outside the Bay Area, and this trend is projected to continue. In the private sector, Bay Area jobs grew by a compound rate of 3.6 percent from 1964 to 1984, while Santa Clara County employment grew at a rapid annual compound rate of 5.7 percent.

Importing workers from outside of Santa Clara County and from beyond the Bay Area metropolitan region has been a major factor in the increase of annual miles travelled. The population of the nine-county Bay Area increased an average of 1.6 percent annually during the first half of the 1980s. At the same time, the number of vehicle miles travelled has been rising by 4.2 percent per year, according to Caltrans—more than two-and-a-half times the rate of population growth. In Santa Clara County, the number of vehicle miles travelled annually increased 5.3 percent annually between 1980 and 1985. The declining "Levels of Service" at many intersections is evidence of the mounting pressure on the limited transportation system. Even were no growth to occur in Los Altos for 20 years, the amount of traffic on city streets is projected to increase due to growth in surrounding communities and changing life styles.

Two traffic problems are of particular concern. Intersections shared with the City of Mountain View along El Camino Real, especially in the San Antonio Shopping Center area, have reached capacity during commute periods. Development taking place in adjacent communities is consuming remaining intersection capacity along El Camino Real. Unless these developments contribute to a traffic mitigation fund, a likely result is that disproportionate improvement costs will be incurred by future development in Los Altos to pay for cumulative as well as their own traffic impacts in order to obtain their development approvals.

A second major traffic problem is the commute

traffic along San Antonio Road, Grant Road, and Foothill Expressway. Measures either to prevent growth in commute period traffic or to widen these roadways will eventually be needed.

Sewer capacity should not be a constraint to development over the life of this General Plan because the city's average sewer flow is 3.0 million gallons per day (MGD) and the City has contracted for eventual use of 3.6 MGD. Intensified office and retail use and added residential development would increase average sewer flow, but it would still remain below the 3.6 MGD capacity.

Adequate water supply, of a quality enjoyed in Los Altos in 1987, could become a constraint if significant chemical contamination occurs in underground sources.

Los Altos is in a region of high seismicity, and there are several known faults which are not far from the city. In the immediate vicinity are the Monte Vista, Altamont, and Black Mountain Faults. Of greater concern are the San Andreas, Calaveras, and Hayward Faults which have experienced earthquake magnitudes in excess of 7 on the Richter Scale.

Landslide potential exists southwest of Foothill Expressway where slopes are commonly 5 to 30 percent, and sometimes as steep as 50 percent. The Santa Clara Formation underlying much of the area has a low stability rating and may be subject to slumping and landsliding. Creeksides may be subject to landslides during wet periods or earthquakes; therefore, development should not occur close to the upper banks.

Flooding potential exists along all of the creeks that traverse Los Altos. Many of the areas that would be affected by the 100-year flood have already been developed, and creeks have been channelized in some of these areas. Portions of the El Retiro property along Adobe Creek are subject to flooding and should remain undeveloped in compliance with federal flood insurance maps and requirements of the Santa Clara Valley Water District, which has re-

quested an easement for flood control purposes.

Indian campsites and burial grounds have been discovered along creeks and hillsides in Los Altos. Although not a permanent constraint to development, archaeological studies and digs must precede any construction at sites that have been identified as having archaeological artifacts.

Regulatory constraints consist of zoning regulations such as setback, parking, and lot coverage requirements. These are not unduly restrictive for any of the zoning designations. Most areas of the city have a two story height limit intended to help preserve the character of the city. Similar height limits for residential areas can be found in nearby cities. Specific regulations pertaining to residential site design are discussed under "governmental constraints" in Chapter 5.

COMMERCIAL AREAS

The commercial areas in Los Altos are distributed throughout the city, with the busiest areas located along El Camino Real and in Downtown. The boundaries of these commercial areas are not likely to be enlarged, but the areas are likely to experience more intensive use.

The location of Downtown near Foothill Expressway and San Antonio Road makes it easily accessible to Los Altos residents. The Downtown Triangle is well-defined, although not particularly compact, with retail uses focused on State and Main Streets and the cross streets – First through Fourth. Office uses are interspersed among the retail and at the corners of the Downtown Triangle and along San Antonio Road. The office area along San Antonio Road developed during the late 1960s and 1970s. There is no nonvehicular public open space in the Downtown Triangle, although one- and two-story buildings and large parking plazas give Downtown a low density atmosphere. Plazas, courtyards, and parks for public use would add visual amenity and a needed focus for activity Downtown.

The heavily travelled El Camino corridor extends from San Francisco to San Jose and is developed commercially for most of its length. The El Camino corridor forms part of the northwestern boundary between Los Altos and Mountain View and Palo Alto. Retail uses are predominantly single story in height in this area. New office development on the Los Altos side of El Camino has tended to maximize use of the site with inclusion of underground parking. The overall heights of some buildings have exceeded 30 feet above *street level* although the buildings have complied with the zoning ordinance by not exceeding the height limit of 30 feet above *grade*. Some of the resulting buildings resemble three- to four-story buildings.

Mountain View at locations just across the street from Los Altos is pursuing much more intensive commercial development along El Camino than is Los Altos. If design standards are not coordinated between Los Altos and Mountain View, a dissonant visual effect is likely.

According to the Community Survey, city residents are generally satisfied with the existing boundaries of the city's commercial areas and do not favor increasing the land area utilized for commercial purposes. As commercial land owners strive to increase the potential of their limited land, more intensive use of commercial land can be anticipated. Since commercial areas are generally bounded not only by arterial streets but also by residences – both multiple family and single family, the sensitivity of the adjacent or nearby residential land use requires that special steps be taken to insure compatibility of commercial and residential uses where they adjoin. The impact of commercial use on adjacent residential use will determine the acceptability of commercial intensification.

LAND USE DESIGNATIONS

Listed below are the land use categories, their definitions, and densities. The boundaries of each category appear on the Land Use Plan. Residential development density is described in units per net

acre. The densities shown are ranges; except Residential 3 and 5, they are interpreted consistent with the underlying zoning or prezoning. The density ranges in Residential 3 reflects existing lot sizes, and the final densities for Residential 5 properties are to be decided when a project is proposed. For the commercial categories, the specific uses mentioned are illustrative only.

RESIDENTIAL

Residential 1 - Single Family: up to 2.0 dwelling units per net acre (du/net acre). This very low density, consisting of 1/2 acre lots and lower densities, exists at El Retiro, along Covington Road, and in some of the unincorporated parts of the planning area.

Residential 2 - Single Family: 3.0 to 4.0 du/net acre. This is the density typically found in single family developments throughout Los Altos. Most lots are approximately 10,000 square feet with single family homes. The Residential 2 - Single Family classification includes the greatest amount of land area and population of all the residential classifications.

Residential 3 - Single Family Small Lot: 5.0 to 10.0 du/net acre. Near Loyola Corners, the Rancho Shopping Center, Orange Avenue, Clark Avenue, and within the area bounded by Loucks Avenue, Los Altos Avenue, Portola Avenue, and San Antonio Road, are lots smaller than 10,000 square feet with moderately priced homes. The City recognizes these houses as an important part of the affordable housing stock and intends to conserve this community resource by discouraging the combining of smaller lots into larger lots. A smaller scale house is appropriate for the smaller lot size, and the City will revise its design standards to retain the sense of proportion. Parcels of 10,000 square feet or more that are located in this Residential 3 category will not be permitted to subdivide into parcels smaller than 10,000 square feet.

Residential 4 - Low Density Multi-Family¹: 8.0 to 15.0 du/net acre. The low density multi-family classification is intended for attached multiple family dwellings.

Residential 5 - Senior Housing¹: The Senior Housing classification is designed to meet a variety of Los Altos's senior housing needs. The zone is intended for multiple unit senior citizen housing of diverse unit sizes for sale or rent. Density would range from 7.5 to 28 du/net acre and with a density bonus could achieve 10 to 38 du/net acre (with actual density determined on a site by site basis). Low density, up to 10 units per acre shall be prescribed to Hawthorne (Los Altos Nursery). Low/Medium density of 20-25 units per acre shall be prescribed to Edith/San Antonio Road. Residential 2 - Single Family may be allowed as a permitted use on a site-by-site basis.

Residential 6 - Medium Density Multi-Family¹: 16 to 38 du/net acre. The Medium Density Multi-Family classification is designed to contribute to meeting Los Altos's affordable housing needs by allowing more units per acre than any other residential category. A density bonus, in addition to the high end of the density range, can be received for housing complying with the requirements delineated in Note 1 at the end of this chapter.

COMMERCIAL

In some commercial areas, Floor Area Ratios (FARs) are recommended to identify the level of permitted intensity for each commercial district or sub-area. In other commercial areas—El Camino Real, North Entry, Village Court, and most of the Downtown core area—FARs are not recommended because the traffic impacts of intensity on El Camino Real are not under the control of Los Altos, or the impacts of intensity are addressed through other measures such as specific plans or development controls. (FAR is the total building square footage [gross floor area] divided by the land area, exclusive of public streets.) FARs are not transferable from one site to another, or between portions of sites, where a prop-

erty is divided by different intensity ranges. FARs should be determined by factors such as parking availability, traffic levels, and design (such as the impacts of bulk).

Mixed-use: Mixed-use consists of commercial uses along with residential as a means of providing additional housing. Mixed-use may be considered in commercial zoning districts with a conditional use permit. The El Camino Real corridor has been identified as an area with good potential for mixed-use. An "affordable housing/mixed-use" overlay zone is one technique that is used to encourage mixed-use development and has been applied along the El Camino Real corridor. This overlay district allows mixed-uses in residential (R3) zones and residential-only uses in commercial zones. In addition, mixed-use should be allowed in other commercial areas as well as the office district at Fremont-Griffin in an effort to promote additional housing.

Commercial 1 - Neighborhood Commercial: The Neighborhood Commercial designation allows shopping centers which serve the retail (including service) needs of nearby neighborhoods. These areas shall have off-street parking and may contain a small amount of space for general business, medical, or professional offices.

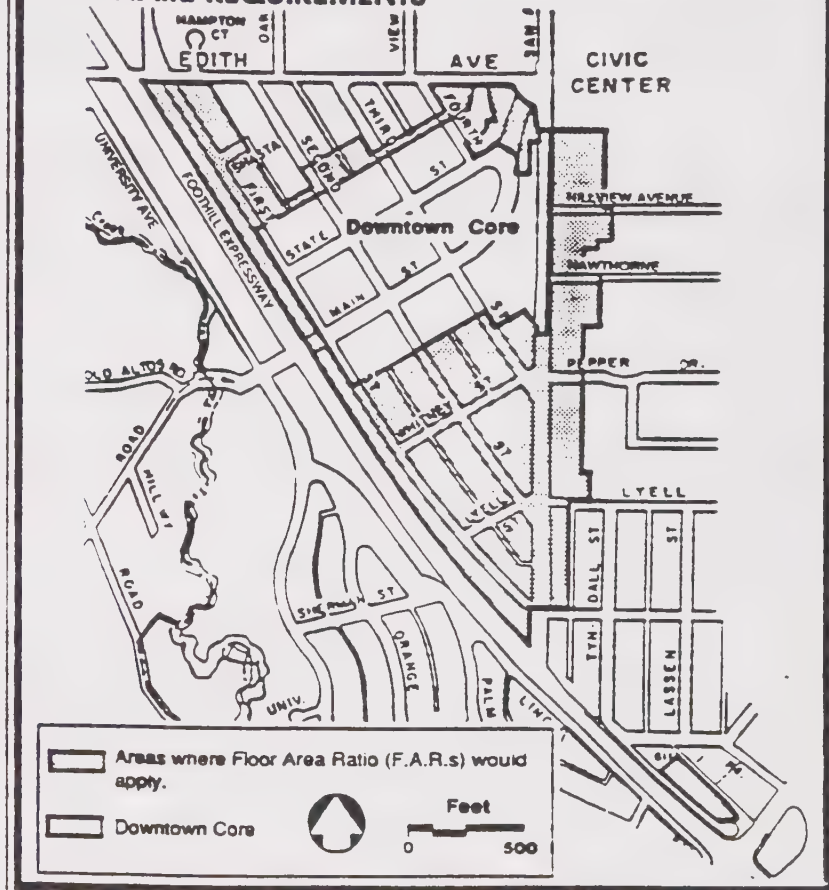
Neighborhood Commercial areas are not designed to supplant the uses in Downtown Los Altos. Neighborhood Commercial areas include Loyola Corners, Rancho Shopping Center, and Woodland Plaza. FARs for these Neighborhood Commercial areas along Foothill Expressway are recommended. The FAR should be set at a level to keep trip generation in the neighborhoods and on Foothill Expressway at a manageable level while meeting neighborhood needs. Exceptions to the FAR may be considered for uses that generate traffic "off-peak," such as theaters and hotels.

Altos Oaks differs from other neighborhood commercial areas in that it is made up solely of single story offices. This area shall retain its design character consistent with the surrounding single family

neighborhood.

Commercial 2 - Downtown Commercial: The Downtown Commercial designation is intended for a wider range of retail than the neighborhood commercial designation and also provides for service, recreational, cultural, and office uses. The retail, shopping, and cultural needs of residents and non-residents, and the office needs of residents, shall be the focus of Downtown land use. Uses allowed in this category are general retail (department stores, apparel shops, art galleries, sporting goods stores, toy stores, book shops, computer stores, plant and garden stores, appliance stores, restaurants, theaters, major and specialty food markets, automotive repair and service, and hardware stores), commercial recreation uses (such as indoor tennis, exercise, and bowling), and non-retail services and offices which serve residents (e.g., real estate brokers, banks and financial institutions, and insurance brokers).

FIGURE 4 - 3: DOWNTOWN AREAS WITH POTENTIAL FOR F.A.R. REQUIREMENTS



way, the area zoned CRS/OAD near West Edith Avenue and San Antonio Road, and the office areas on the east side of San Antonio Road. Except in the area shown in Figure 4-3 at the northeast entrance to Downtown (Edith Avenue, San Antonio Road, State Street, and Main Street), a higher FAR may be considered for uses that generate traffic "off-peak," such as theaters and hotels. Specific limits on Downtown build-out should be reviewed and adopted.

Ground floors in the Downtown core area along State and Main streets are limited to retail. This limitation was enacted in 1965 when financial institutions began to rapidly displace retail uses.

Commercial 3 - Thoroughfare Commercial: This classification encompasses both retail and office uses. It is characterized by businesses that rely on customers making trips by car, and uses which do not necessarily benefit from the high-volume pedestrian con-

A 2-story height limit, limits on lot coverage, parking requirements, and FARs are the principal determinants of intensity. Downtown areas with potential for FARs are shown in Figure 4-3. They include the portion of Downtown surrounding the Downtown core (except residentially-zoned areas), the Downtown core between First Street and Foothill Express-

centrations found in shopping centers and Downtown. When customers make a special purpose trip to patronize a retail business, the business can be referred to as "destination" retail.

Thoroughfare Commercial businesses often have a subregional or citywide trade area and include busi-

nesses such as automobile dealers, automobile repair and service, discount and off-price stores, other destination retail uses, motels, mortuaries, offices, veterinarians and small animal hospitals, lumber yards and building supply dealers, hardware and home improvement centers, commercial recreation uses, and fast food and other restaurants. The El Camino Real corridor, and North Entry, are the only areas in Los Altos designated for Thoroughfare Commercial.

The scale of development at the North Entry (at Village Court and continuing south to Loucks Avenue) and at Foothill Plaza make them important gateways to Los Altos. Therefore, a two-story height limit is recommended. "Thoroughfare Commercial" is not intended to foster the development of commercial strips.

PUBLIC/QUASI-PUBLIC FACILITIES

This category, which takes ownership as well as function into consideration, is permitted as a conditional use in all residential and office, and in some commercial districts. Such facilities require a use permit which gives the City control over the location of the facility and provides the opportunity to impose conditions to reduce traffic congestion, ensure adequate parking, or otherwise protect surrounding neighborhoods. This use classification has five subcategories:

- Public School Land,
- Private School Land,
- Public and Institutional,
- Utilities, and
- Parking.

Public/Quasi-Public Facilities 1 - Public School Land includes properties owned by public school districts and used or proposed for education, recreation, administrative, or other non-commercial, non-residential, or non-industrial purposes.

Public/Quasi-Public Facilities 2 - Private School Land includes properties owned by private

or parochial schools and used or proposed for education, recreation, administrative, or other non-commercial, non-residential, or non-industrial purposes.

Public/Quasi-Public Facilities 3 - Public and Institutional includes, governmental, institutional, academic, church, and community service uses and lands that are either publicly owned or are operated by non-profit organizations. Public and Institutional facilities are permitted in residential areas where designated on the land use map or where they have been granted a use permit and are intended to be compatible with the surrounding neighborhood. Examples of Public and Institutional uses are the Civic Center, Hillview Community Center, the County libraries, group residences, police and fire stations, and churches. "Group residence" allows bedrooms, independent living units, and congregate facilities for 12 or more persons.

Public/Quasi-Public Facilities 4 - Utilities includes the easements, rights-of-way, and facilities of public and private utilities, such as the Hetch Hetchy and PG&E rights-of-way, the PG&E substation, and most land owned by the California Water Company.

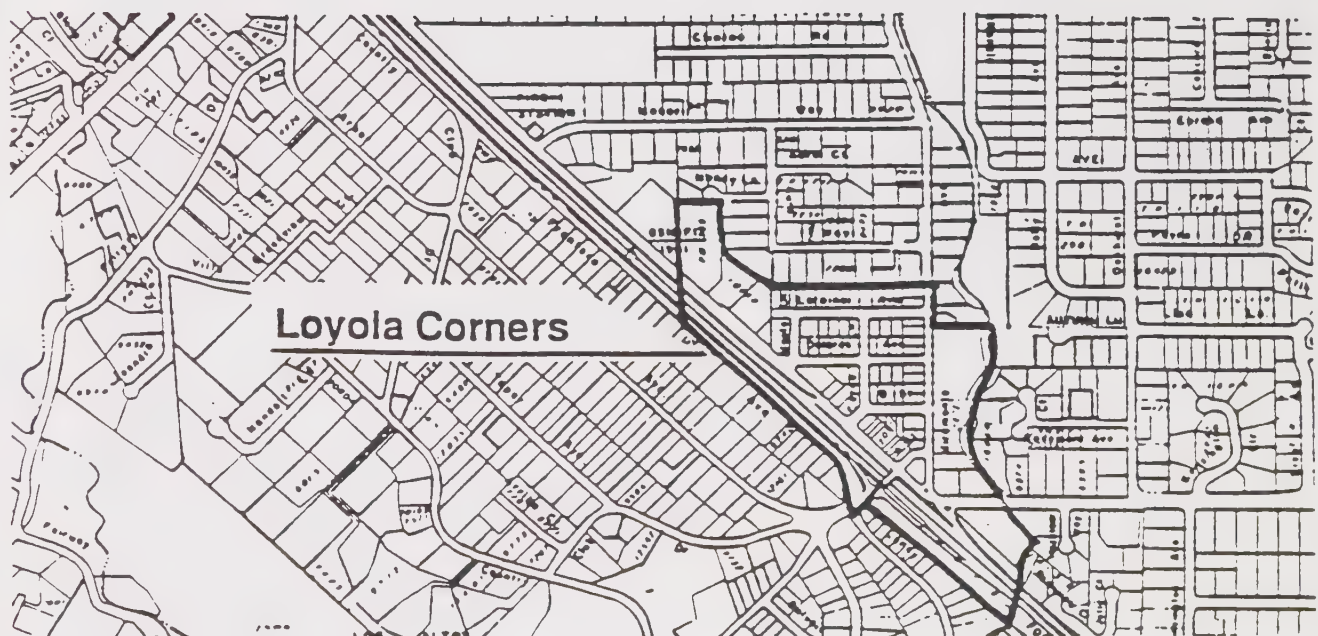
Public/Quasi-Public Facilities 5 - Parking includes the City-owned parking known as the North, South, and Central Plazas in Downtown Los Altos.

OPEN SPACE

Open Space includes any parcel or area of land or water which is essentially unimproved and is devoted to the preservation of natural resources, the managed production of resources, outdoor recreation, or public health and safety. Areas designated for open space on the Land Use Plan include the City's public parks, proposed parks, private open space along creeks in the planning area, the setbacks along waterways, part of the Hetch Hetchy right-of-way, the County-owned land along Foothill Expressway known as Lincoln Park, and Covington and Montclair Parks, which are leased.

Open Space 1 - Parks includes publicly owned and dedicated park land.

The map shows a section of San Francisco with a grid of streets. A prominent diagonal street runs from the top left towards the center. A large area in the center is labeled 'North Entry' with a horizontal line. To the left of this area, there are several blocks of residential streets. To the right, there are larger commercial or institutional buildings, including one labeled 'SHOPPING CENTER' and another labeled 'JUNIOR HIGH SCHOOL'. The map is oriented with North at the top.



Boundary Line

0

1000

2000



FIGURE 4 - 5: LOCATION OF LAND USE CHANGES



FIGURE 4 - 6: LAND USE CHANGES

Map No.	Name	Recommendation	Parcel Size (acres)	Possible D.U.s ¹
1	Former Tree Farm	Residential 6	1.67	47-79 (net-79)
2	Los Altos Supply	Residential 6	2.33	66-110 (net 65-109)
3	Four Seasons Motel	Residential 6	2.15	79-101(net60-82)
4	Edith Ave/San Antonio Road	Planned Community (Senior Housing and Open Space)	2.8	56-70(net 54-68)
5	Hawthorne Los Altos Nursery	Planned Community (Senior Housing or Single Family)	2.7	11-27 (net 10-26)
6	Rancho Shopping	Commercial and Single Family -		
7	Fremont, north of Manor Way	Public/Quasi-public facilities	1.1	-2
8	Mtn. View City	Open Space - Orchard		
9	Holly Village	Planned Community (Single Family)	2.7	11 (net 0)
10	Safeway at Loyola	Public/Quasi-public facilities	1.8	
11	Fremont/Grant	Park (current gas station) Park (City-owned corners)		
12	Grant/Thurston (Giffra Property)	Single Family or Planned Community (Single Family)	9.6	32-36 (net 31-35)
13	Grant School	Park and Single Family	9.0	13-16 (net 13-16)
14	Country Club	Open Space	106.0	
Total Gross Dwelling Units Possible				313-448
Total Net Dwelling Units Possible				278-413

NOTE: Single Family = 3 to 4 dwelling units/acre (d.u./ac.); Single Family - Small Lot = 5 to 10 d.u./ac.; Senior Housing² = 10 to 37 d.u./ac.; Medium Density Multi-Family = 16 to 38 du./ac..

¹ The first number in the Possible D.U.s column is the number of dwelling units that could be built at the density range for the parcel size. The number in parentheses (net #) is the range of possible units minus the housing units that were last reported as existing on the site. ² For purposes of calculating total dwelling units, a 25% density bonus has been assumed for Senior Housing making the density 10 to 37 du/acre. (State Law requires a density bonus of at least 25% or other financial incentives for projects that contain 50% or more senior units.)

Los Altos General Plan

Amended: 9-26-89, 5-22-90, 9-14-93

Open Space 2 - Other Open Space includes waterways, setbacks along waterways, open space easements, land leased for open space use, private open space, private recreation, dedicated open space, and part of the Hetch Hetchy right-of-way.

PLANNED COMMUNITY

Planned Community includes (1) the El Retiro site; (2) Grant Road at Thurston Avenue; (3) Edith Avenue at San Antonio Road; (4) Los Altos Nursery; (5) Holly Village; and (6) Chester Circle. This land use category is intended to ensure compatibility with surrounding neighborhoods; to protect the public health, safety, and welfare; to provide for the long-term development of large properties; to protect and preserve open space as a limited and valuable resource; and to permit reasonable use of land, while at the same time preserving and protecting its continued availability for recreation, scenic land, conservation or natural resource land, agriculture, Senior Housing, residential, and low intensity public/quasi-public facilities. A master plan for each site in this designation shall be required for the retention of community identity and the structuring of urban development. This designation can be considered for other large parcels.

Planned Community 1 - El Retiro Site: The background, density, goals, policies, and programs for the El Retiro site are set forth on pages 28 and 29. Requirements for development of the El Retiro site have been carried forward from the previous General Plan.

Planned Community 2 - Grant Road at Thurston Avenue: As the largest remaining underdeveloped parcel in the City, this site lends itself to a creative planning approach. Single Family Residential with some provision for open space is envisioned for the site.

Planned Community 3 - Edith Avenue and San Antonio Road: This site lends itself to an integrated planning approach to maintain and enhance a sense of entry to Downtown and to provide

senior housing opportunities. The site is well-suited to senior housing because it is close to Downtown, transit, the Civic Center, and the Senior Center.

Planned Community 4 - Los Altos Nursery on Hawthorne Avenue: The site currently provides a sense of open space. An integrated planning approach is appropriate to plan a development compatible with the neighborhood and to include open space. Senior Housing is intended, as the site is close to downtown, the Civic Center, and the Senior Center. Single Family Residential would be a permitted use.

Planned Community 5 - Holly Village: The site is tucked in among a creek habitat yet walking distance to a service commercial district and transit. Should the site ever redevelop from its current use, a master plan is appropriate in order to retain the natural features of the site and the relationship of small unit size to the buildable areas of the site.

Planned Community 6 - Chester Circle: The site is well located for a residential transition between commercial uses in the North Entry and El Camino Real area, multi-family uses to the north east and both existing small lot and standard lot single family uses to the south, east and west. A total of 39 dwelling units would be allowed in accordance with Development Standards and Regulations to be adopted and made a part of the PUD/R zoning.

SPECIFIC PLAN AREA

Specific Plans are master plans for specific areas of the city. They are guided by and must conform to the General Plan, but their scale permits a detailed level of examination and planning not possible in a general plan. Specific Plans are most appropriate where major new development or redevelopment is envisioned. Two areas, shown in Figure 4-4 on page 35, are recommended for specific plans. Loyola Corners Specific Plan was adopted December 18, 1990. A Specific Plan for North Entry, including the area bounded by El Camino Real, the commercial area on the west side of San Antonio Road, rear lot lines of

properties on Chester Circle (north), and the north-west property line of Los Altos Square is intended to address opportunities for housing and commercial as further described in Chapter 6.

adjacent to single-family residential.

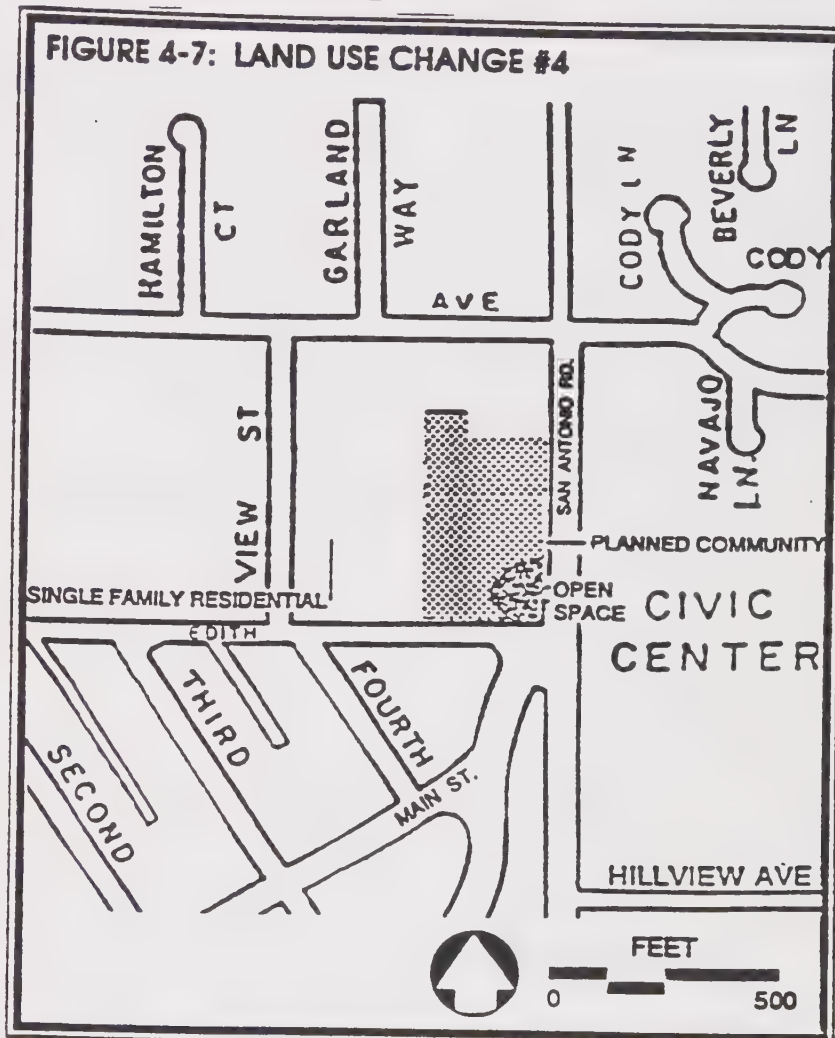
Land use change #2 previously included both the Chester Circle and Los Altos Supply properties. These previous changes were implemented on the Chester Circle portion of the area and resulted in the construction of 39 units, including eight affordable units.

DESCRIPTION OF LAND USE CHANGES

Changes in land use designations adopted as part of this 1987 General Plan update are described below, beginning with those in the north part of the City and generally ending with those in the south. Figure 4-5 on page 36 shows the location of the changes, and Figure 4-6 on page 37 summarizes the changes.

Land use change #1, formerly involved changes along the Hetch Hetchy right-of way which have been implemented, but

now places the Residential 6 - Medium Density Multi-Family land use on the southerly 1.67 acres of the former Tree Farm site. In addition, the area is included within the affordable housing/mixed-use overlay zone. The purpose of this change is to create the opportunity for development of housing or mixed-use on the rear portion of the property while retaining the commercial potential along El Camino Real. Development of the property shall include buffer screening along the northerly property line



Land use change #2 now involves about 2.33 acres of the Los Altos Supply property and an adjacent single family home. The Residential 6 - Medium Density Multi-Family is applied which would permit up to 38 dwelling units per net acre. The affordable housing/mixed-use overlay zone will also be in place. This land use change will facilitate new housing or mixed-use development on the southerly portion of what is now primarily a commercial site.

Land Use Change #3 involves about 2.15

acres currently occupied by the Four Seasons Motel and an adjacent small commercial center. This site is changed to Residential 6 - Medium Density Multi-Family with the affordable housing/mixed-use overlay zone. This change will facilitate the site's eventual redevelopment/conversion to long-term housing or mixed-use. About 0.75 acres at the corner of El Camino Real and Los Altos Avenue will be retained in the commercial land use and zoning.

Los Altos General Plan

Amended: 9-26-89, 5-22-90, 5-14-91, 9-14-93, 3-14-95

Land use change #4 (see Figure 4-7) designates several properties Planned Community. These combined changes enhance (1) a community focal point and identity, (2) a sense of entry to Downtown and the Civic Center, and (3) senior housing opportunities near the city's major activity center.

Within this designation two land uses are intended. A minimum of 1/4 acre of the City-owned parcel on the corner of San Antonio and Edith and up to .77 acres overall of contiguous public open space is recommended. This would preserve open space at the city's center and contribute to an open entry to Downtown.

Senior Housing at a density of 20-25 du/acre (when a density bonus for senior housing is added) is recommended for the Edith and San Antonio Road site. Access from Edith is required for senior housing development and preferred for single family housing development. A landscape buffer between the Senior Housing and surrounding Single Family Residential areas would be required. No access to the senior housing would be permitted off View Street, San Antonio Road or Mt. Hamilton Avenue to the site.

It is the intent of the Planned Community designation on this site to provide for senior housing at the gateway to downtown, a location suited for this use. The design of a senior housing facility shall be restricted to two-stories, shall reflect a village theme and be architecturally compatible with surrounding single family, residential, commercial and institutional uses. Its significance in relationship to other land uses and structures at the gateway shall be evaluated in design review. A traffic and parking study shall be required for development of the site. Development of open space shall be considered an important aspect of the site development. Single Family Residential - 2 (R1-10) shall be a permitted use on the site.

A visual linkage of open spaces along Edith Avenue and San Antonio Road is required and desired on Mount Hamilton Avenue.

A 0.4 acre parcel north of the site is designated Single Family Residential-2 and is currently occupied by the De Martini fruit stand. Despite the non-conformity, the General Plan supports continuance of the fruit stand, improvement of the parking and circulation at the fruit stand and no access on Mt. Hamilton. Access onto Mt. Hamilton is preferred should the parcel redevelop as single family residential.

Land use change #5 is the Los Altos Nursery located on Hawthorne. This site is designated Planned Community and recommended for Senior Housing because of its proximity to Downtown and transit. A density of 10 units per acre would be permitted. Single Family Residential-2 (R1-10) shall be a permitted use. However, no flag lots shall be allowed. Open space shall be incorporated into the ultimate development plan. The number of permissible stories should be governed by the number of stories of the surrounding houses at the time of proposed development. If 2 stories are permitted, the development should nevertheless be limited to one story along its perimeter in order to lessen the apparent mass and ease the transitions to surrounding properties. The design and square footage of structures shall be architecturally compatible with and represent single family residential. A traffic study shall be required for any development on this site.

Land use change #6, located at Rancho Shopping Center, designates as neighborhood commercial an existing parking easement which extends across the rear portion of the properties fronting on Berry Avenue. In addition, two parcels now used for parking, the corners of Riverside and Berry, and Springer and Berry, would be designated as neighborhood commercial. The changes (1) would bring the land use designation into conformance with the existing use; (2) would not increase the development potential of the Rancho Shopping Center, and would restrict the use of the additional area to parking and landscaping; and (3) would create eight residential lots smaller than 10,000 square feet along Berry Avenue. A companion land use change would

designate the eight residential lots as Residential 3 - Single Family Small Lot:

Land use change #7 designates the property on Fremont north of Manor Way and south of the PCF zone as Public/Quasi-Public Facilities 3 - Public and Institutional. The change is intended to allow the expansion of the Municipal Services Center and the fire station, and incidental uses permitted in the public facilities zone.

Land use change #8 designates land surrounded by Los Altos, but incorporated in and owned by the City of Mountain View, as open space. The land is used for water wells.

Land use change #9, located off Miramonte Avenue across Permanente Creek, is known as Holly Village. The change designates the site Planned Community. It is the intent of this designation to retain the 11 small units as conforming structures, to allow repairs and rebuilding in case of damage and to evaluate up to 11 units should the site redevelop. Consider up to 11 units provided the units are small and the floor area ratio calculations are linked to slope and buildable area and no greater than permitted at PC/R1-10 density. A Low Density Senior Housing designation could be considered in the future. Special attention should be given to access.

Land use change #10 located on the south side of Miramonte Avenue places a designation of Public/Quasi-Public Facilities 3 on the site for U.S. Postal Service use as a second postal station in Los Altos. A mixed "retail/medium density, multi-family" designation should be considered if the Postal Service sells the site.

Land use change #11 designates the City-owned properties at the northeast and southwest corners and the gas station on the northwest corner of Grant Road and Fremont Avenue as open space. The creation of an open space on the northwest corner at Grant and Fremont through acquisition of an existing, nonconforming gas station is recommended to be linked visually to Marymeade Park by maintaining some orchard. The corners of Grant and Fremont are highly visible and have the potential to make a

significant statement regarding the community's identity.

Land use change #12 places a Planned Community designation with an R1-10 density on the Giffra property located on the north side of Grant Road near Thurston. This is the largest remaining undeveloped parcel in the city and provides an opportunity for well-designed housing. The intent is to encourage creative site planning.

Land use change #13 designates Grant Park (about half of the former school site) as Open Space 1 - Parks. The remaining Grant School land is designated Single Family Residential - 2.

Land use change #14 pertains to the Los Altos Country Club which is outside of the City limits but within the City's planning area and Sphere of Influence. The Los Altos Country Club land is an important community open space resource, and the intent of the change is to preserve it as open space through an open space land use designation.

POTENTIAL BUILD-OUT OF THE GENERAL PLAN

The purpose of a build-out analysis is to determine the potential for increased commercial and residential development in Los Altos if today's policies are continued unchanged into the future. Build-out is defined as "**the complete development of vacant and underdeveloped parcels for commercial and residential zones according to a city's adopted general plan.**" Build-out figures are independent of time because the rate of development varies over time. Stated another way, the point in time when build-out might occur is undefined.

The build-out analysis for this General Plan considered both the development potential of the 1974 General Plan as amended by City Council through December 1986, and the changes recommended in the 1987 General Plan update. The analysis was based on a land use inventory conducted by the City Planning Department in December, 1986. Adjustments were made to account for the expected increased density resulting from underground park-

ing, which, although allowable under the current zoning ordinance, is not yet the norm for commercial development.

For a full description of the assumptions and findings of the build-out analysis for the 1974-86 General Plan, please see the *Land Use and Build-out Analysis Prepared for the City of Los Altos General Plan Update, February 11, 1987*.

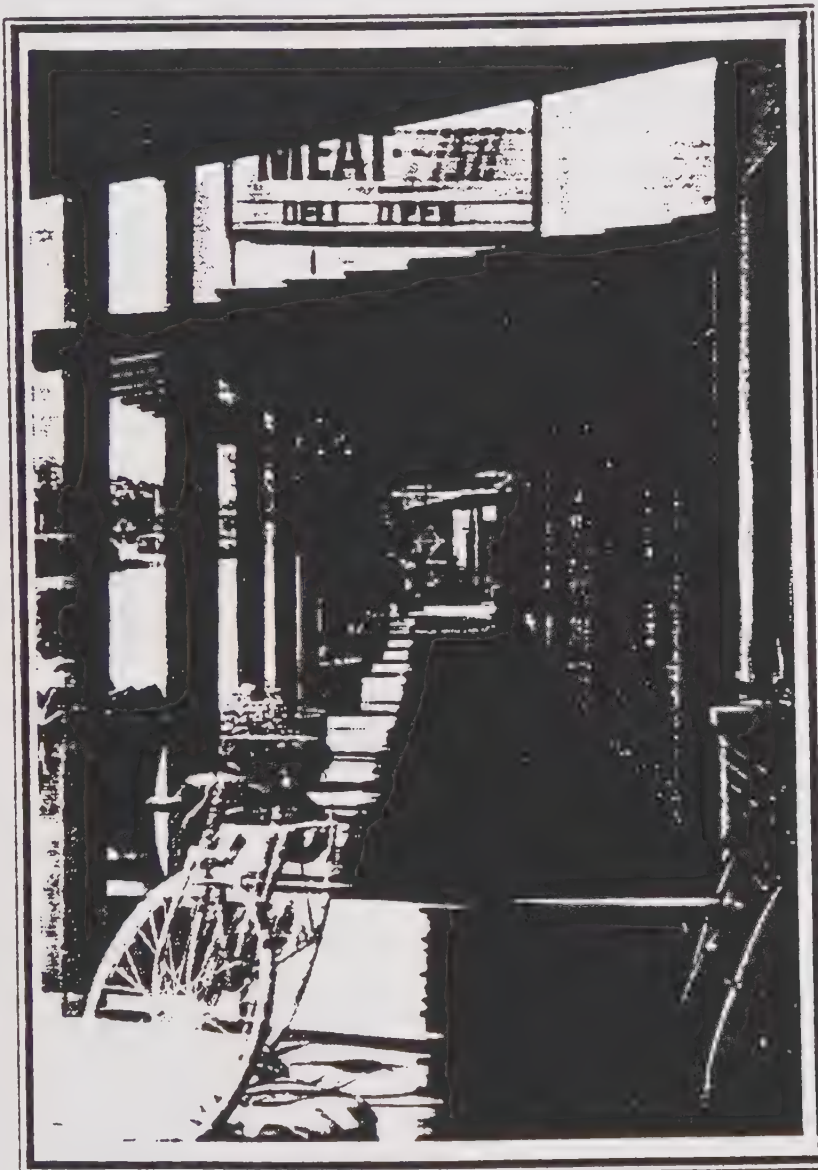
POTENTIAL COMMERCIAL BUILD-OUT

In 1986, Los Altos had 2,335,237 square feet of commercial area distributed throughout the city. The build-out analysis shows that there is potential for approximately 1,122,000 additional square feet of commercial space, an increase of 48 percent. The total of all commercial building space in all of Los Altos at build-out would be 3,456,859 square feet. Figure 4-8 on page 43 summarizes the build-out potential of the city's commercial areas divided into 13 analysis

zones. All of the potential for commercial development originates from the city's 1974-86 General Plan.

Commercial use is comprised of office and retail uses. In December 1986, the total retail space in Los Altos was 1,119,966 square feet, and total office space accounted for 1,160,764 square feet. As Los Altos

approaches build-out, there will be additional retail space; however, the build-out analysis assumed that the majority of higher density uses would be office buildings. If Los Altos is to retain many of its retail uses, the City may wish to explore options to prevent the conversion of retail uses to office buildings in part or in total.



In Downtown Los Altos (analysis zones 1 through 4), there is currently 1,061,602 square feet of commercial space. Fifty-four percent (572,669 square feet) is office and forty-six percent (488,983 square feet) is retail. There is potential for 403,290 additional square feet of commercial space, an increase of 38 percent.

Along El Camino Real, including the North Entry (analysis zones 6 through 8), there was potential for 767,835 square feet of commercial space. Commercial intensity may increase along the corridor by 51 percent, adding another 394,286 square feet of space.

To convert commercial intensities to numbers of jobs, a standard conversion of one job per 250 square feet of floor area was applied to the commercial space that could be potentially developed under 100 percent build-out of the General Plan, yields approximately 4,000 new employees in Los Altos. In

reality, 100 percent build-out does not occur; however, 80 percent of build-out would yield 3,200 new employees and 60 percent of buildout would result in 2,400 new employees. The point is that if demand is sufficiently strong to bring the latent potential development into existence, substantial new employment in Los Altos will result.

CONCLUSIONS OF THE BUILD-OUT ANALYSIS

Several conclusions can be drawn from the build-out analysis:

- The potential size of allowable commercial devel-

opment that may have been appropriate in 1974 before the Santa Clara Valley became crowded and before Los Altos placed a high value on continuing to be a residential city, will detract from the livability of the city in the future. In 1987, the transportation network was at capacity in many places in and near Los Altos. The City's transportation model, which is based on data collected in 1986, shows traffic projected at 40 key intersections at build-out. (Trip generation tables appear in Chapter 8, Circulation.) When the "Level of Service" at intersections falls below the Level of Service desired by the community (Level of Service C), the City faces alternatives such as —

FIGURE 4 - 8: SUMMARY OF COMMERCIAL BUILD-OUT BY ANALYSIS ZONES FOR THE 1974-1986 GENERAL PLAN

ZONE #	NAME	EXISTING ¹			POTENTIAL ²				
		OFFICE	RETAIL	TOTAL	COM-MERCIAL INCREASE	UNDRGRND PRKG.ADJ.	TOTAL	PERCENT INCREASE	
1	DOWNTOWN NORTH	72,313	12,080	84,393	138,146	51,753	8,528	60,281	71.4%
2	DOWNTOWN CENTRAL	198,588	347,117	543,705	640,039	96,334	46,355	142,689	26.2%
3	DOWNTOWN SOUTH	150,568	129,736	280,304	348,734	68,430	16,560	82,990	29.6%
4	DOWNTOWN SAN ANTONIO	153,200	0	153,200	224,771	71,571	45,759	117,330	76.6%
SUBTOTAL ZONES 1, 2, 3, & 4		572,669	488,933	1,061,602	1,347,690	286,088	117,202	403,290	38.0%
5	CUESTA MULTI-FAMILY	7,500	0	7,500	27,638	20,138	2,764	22,902	305.4%
6	EL CAMINO REAL NORTH	48,950	196,177	243,127	359,243	116,116	24,676	140,792	57.9%
7	SHERWOOD TRIANGLE	24,385	54,115	78,500	145,238	66,738	0	66,738	85.0%
8	EL CAMINO REAL SOUTH	369,814	78,394	448,208	594,859	148,651	38,105	186,756	41.9%
SUBTOTAL ZONES 6, 7, & 8		441,149	326,686	767,835	1,099,340	331,505	62,781	394,286	51.4%
9	RANCHO SHOPPING CTR	13,697	65,797	79,494	127,725	47,781	0	47,781	60.1%
10	LOYOLA CORNERS	86,564	82,638	169,202	261,517	92,315	0	92,315	54.6%
11	WOODLAND PLAZA	35,610	50,370	85,980	157,562	71,582	0	71,582	83.3%
12	FOOTHILL PLAZA	3,575	105,542	109,117	120,740	11,623	0	11,623	10.7%
13	ALTOS OAKS	54,507	0	54,507	132,350	77,843	0	77,843	142.8%
TOTAL		1,215,271	1,119,966	2,335,237	3,274,562	938,875	182,747	1,121,622	48.0%

¹ Existing Total = Office + Retail

² Potential Increase = Commercial - Existing Total. Potential Total = Increase + Underground Parking Adjacent. Percent Increase = Potential Total ÷ Existing Total x 100%.

SOURCE: Land Use and Build-out Analysis Prepared for the City of Los Altos General Plan Update, February 11, 1987, Revised August 25, 1987.

- widening intersections and streets,
- installing traffic signals, overpasses, underpasses, etc.,
- reducing the desired Level of Service, and
- reducing development potential.

It is the last course of action that is recommended for Los Altos because land use is closely tied to transportation needs. Two general areas are suited for reduction of development potential: (1) the neighborhood commercial zones along Foothill Expressway and (2) areas surrounding the Downtown core (State and Main). A floor area ratio (FAR) of 0.35 to 1.00 for Rancho, Loyola Corners, Woodland, and Foothill shopping centers changes potential additional development from 223,000 square feet to 82,000 square feet. A FAR of 0.35 to 1.00 for Downtown, excluding most of the Downtown core, changes development potential from 286,000 square feet to 178,000 square feet. Chapter 8 shows the Level of Service changes commensurate with the anticipated vehicle trip reduction.

- If even 60 percent of commercial build-out (without FARs) occurs, resulting employment in the city will be much greater than projected by ABAG in *Projections 85* and *Projections 87*. This has implications for employee parking standards and projected traffic.

- Opportunities for open space are very limited in Los Altos. The potential for full development on privately owned land will make the city's low ratio of park space to population much more apparent than has been the case in the past.

RESIDENTIAL BUILD-OUT SUMMARY

Increased residential development in the planning area may take place on vacant lands or on underutilized parcels, whether they are in single family or multi-family zones. The build-out analysis examined the potential for additional development in the thirteen analysis zones and from a sampling of underdeveloped parcels outside of the analysis zones, many of which are estates. The thirteen analysis zones include all of the areas in the city with potential for multi-family units as of December, 1986.

The net potential increase in housing units is the total from:

- the analysis zones, 86 units (Table 6, *Land Use and Build-out Analysis*),
- selected parcels outside of the analysis zones, 151 units, which includes El Retiro (Table 7, *Land Use and Build-out Analysis*), and
- the parcels listed in Figure 4-6, a net average addition of 413 units.

The above adds up to 650 additional dwelling units that could be built on vacant or underdeveloped parcels under this General Plan, an increase of 6.5 percent over the existing total of approximately 10,200 dwelling units. There is also some residential potential that is uncounted in the build-out analysis, attributable to new development on flag lots, construction of second units, and infill on a few, smaller-sized, single family parcels throughout the city.

POTENTIAL POPULATION AT BUILD-OUT

The population of Los Altos on January 1, 1987, was 27,189 (Department of Finance). The average number of persons per household in 1980 was estimated by the Department of Finance (DOF) to be 2.78. In 1986, persons per household had declined to 2.75. DOF has projected the persons per household in Los Altos will be 2.73 in 1991. Since the trend toward smaller households is expected to continue as a large proportion of the city's population reaches senior citizen status, 2.7 persons per household is assumed for projection purposes. The 2.7 persons per household is applied to all types of housing, because single family housing comprises the vast majority of the city's housing stock.

From the figures given in the "residential build-out summary," and as shown on Figure 5-14 on page 60, a maximum of about 1,000 additional dwelling units can be assumed. At 2.7 persons/du, the 2,700 additional persons would bring the city's population to 29,890. These numbers assume that 277 units are vacant, the same number as in 1986.

GOALS, POLICIES, AND PROGRAMS

ANNEXATION

Goal 1. Promote orderly and compatible development outside the City limits but within the planning area.

Policies:

1. The City shall promote annexation where appropriate and feasible.
2. The City shall cooperate with Santa Clara County in their policy to require unincorporated applicants contiguous to the City to apply for annexation before proceeding with development.
3. The City shall assure City (planning commission) review and oversight of development occurring in currently unincorporated portions of the Planning Area.
4. The City shall seek to expand the City limits at Foothill Plaza to incorporate the portion of the Plaza currently in Cupertino.
5. The City shall provide pre-zoning in unincorporated portions of the planning area to be compatible with present neighborhood use and long-range City land use objectives.
6. The City shall seek to incorporate the water site on Miramonte Avenue, currently in Mountain View, into the city limits.

Programs:

1. **Education.** Educate residents regarding annexation procedures, pros, and cons.
2. **Evaluation.** Evaluate the pros and cons of annexation. Conduct a fiscal impact analysis of annexation of the unincorporated areas within the planning area.
3. **Review pre-zoning.** Review the pre-zoning of unincorporated areas in order to establish parcel sizes which—
 - insure orderly and compatible development patterns,

- minimize exposure to slope instability, and
- can be provided with services and infrastructure.

4. **Review of unincorporated development.** Review and make recommendations to the County on applications for development in the City's planning area to reflect—
 - The City's residential design standards,
 - The City's development standards, and
 - Consistency between pre-zoning and Land Use Designations in General Plan Conformity requests.

LAND USE COMPATIBILITY

Goal 2: Balance the desirability of public/quasi-public and commercial uses with their impacts upon adjoining land uses.

Policies:

7. The City shall promote compatibility of commercial and public/quasi-public land uses with adjacent land uses and enforce regulations to maintain that compatibility.
8. The City shall maintain flexibility of standards and procedures to accommodate changing trends in retail, housing, and office uses.
9. The City shall recognize the unique contribution of certain non-conforming uses to community identity and the historic and economic value of the Los Altos Nursery, DeMartini Orchard Market, and Foodland Market, and the residential value of Holly Village.
10. The City shall insure that the integrity, residential character, and boundary of the Altos Oaks office area is maintained.
11. The City shall encourage continued efforts to improve the parking, aesthetics, and neighborhood compatibility of Pilgrim Haven.

Program:

5. **Residential/commercial and public/quasi-public compatibility.** Establish cri-

teria, design requirements, and operating limits in the zoning ordinance or in city design standards to buffer commercial development from residential properties; e.g., setbacks, landscaping, screening, and walls that are soundproof, fireproof, and stable during an earthquake and otherwise provide for safety and privacy; regulation and enforcement of garbage collection facilities and pick-up, and truck deliveries.

6. **Public/quasi-public facility densities.** Review the zoning regulations to determine floor area ratio (FAR), density, and intensity of use for public/quasi-public facilities.
7. **Pilgrim Haven.** Require a Master Plan for Pilgrim Haven to include: (1) a density no greater than the existing condition; (2) treatment of parking and landscaping; (3) architectural design; (4) and floor area ratio.

Programs:

8. **Master plan.** Maintain an overall master plan for the entire El Retiro site to ensure that piecemeal, unplanned development does not occur.
9. **Baseline density.** Establish a baseline site density at El Retiro of 40 residential units, based upon environmental considerations, previous zoning, and surrounding land uses, with the exception that a density bonus of up to ten additional units may be allowed in exchange for a minimum of ten acres of dedicated public open space on-site.
10. **Development guidelines.** Establish development guidelines for the El Retiro site.

Goal 3. Development of the El Retiro site shall comply with (or conform to) established guidelines for phased development in a manner that is sensitive to environmental constraints, maximizes the preservation of on-site open space, and prevents intrusion into existing land uses.

Policies:

12. Allow site development at El Retiro to occur within a framework which accommodates a range of development phasing possibilities, given that the property owner is not certain about phasing.
13. Minimize potential land use conflicts between existing uses and proposed or potential future uses in the vicinity of the El Retiro site.
14. Insure compatibility between the Jesuit Retreat uses and other future land uses on the El Retiro site.
15. Facilitate development of senior housing on the El Retiro site, if found to be appropriate upon further investigation.

Goal 4. Plan for a compatible and harmonious arrangement of land uses by providing a mix of uses which are consistent with projected future social and economic conditions in the city.

Policies:

16. Establish land use designations which recognize existing development patterns and expected future conditions.
17. The City shall review, at minimum, site plans and elevations concurrently with tentative maps for future subdivision applications, with the option of requiring a *planned unit development* (PUD).
18. The City shall promote the use of planned unit developments (PUDs) to achieve land use development which recognizes the unique qualities of a site and harmonizes with existing and future land uses in the vicinity.
19. The City shall support and encourage mixed-use projects Downtown and on El Camino Real and North Entry areas and allow mixed-

use projects in neighborhood commercial areas.

Programs:

11. **Land use designations.** Adopt the land use designations described on pages 31–38 of the Land Use Chapter of the General Plan.
12. **Land use changes.** Adopt the land use changes described on pages 38–41 of the General Plan, including Figures 4-6 and 4-7.
13. **Land use map.** Adopt the Land Use Plan as the City's intended future land use.
14. **Subdivision review.** Amend the municipal code to require the submittal and concurrent review of, at minimum, site plans and elevations with tentative map applications.
15. **PUD regulations.** Amend the municipal code to eliminate duplicate processing requirements in the planned unit development (PUD) regulations.
16. **Mixed-use.** Amend the municipal code to allow for mixed-use commercial and housing developments, including senior housing.

NOTES TO CHAPTER 4.

¹ State law (Government Code Sections 65915–65918) provides that a density bonus of at least 25% or other incentives of equivalent financial value will be granted for developments in which (a) 50% of the total units are for a senior housing development (additional density has been added to Senior Housing to establish the density of 10 to 38 units per acre); (b) at least 20% of the total units in a project are for persons or families of low or moderate income; or (c) 10% of the total units are for lower income households.

5

5. RESIDENTIAL DEVELOPMENT

Los Altos is a pleasant residential community with a warm, Mediterranean climate and attractive setting in the midst of a healthy economic region. The major land use in Los Altos is residential. A scattering of old farm houses, large estates, and smaller houses on small lots adds to a housing stock comprised largely of single family homes built on quarter-acre lots.

From its beginning, the City of Los Altos has adopted policies intended to preserve and enhance its pleasant residential environment. Among the policies are prohibition of industrial use, restrictions on the size and number of commercial and multi-family districts, and limits on street widths and the number of thoroughfares. As the area grew, a strong public school system developed to serve it. Although the City has set aside little land expressly for public parks, the generous residential lots combined with school yards--which provide areas for public recreation--give Los Altos a spacious appearance. Together these elements make Los Altos a very desirable place to live, a fact affirmed by the willingness of buyers to pay a premium price for Los Altos residences of all sizes.

PURPOSE OF THIS ELEMENT

The Housing Element is a mandatory requirement of the State of California. It sets forth policies to preserve the residential environment of Los Altos and to initiate changes that will meet the needs of Los Altos

residents over a five-year planning period. The specific planning period of this Housing Element is 1990 to 1997. The contents of this Housing Element reflect requirements of recent State legislation and identification and analysis of existing conditions and projected needs; household characteristics, including level of payment compared to ability to pay; analysis of special needs; the locality's share of the region's housing need; inventory of land suitable for residential development; analysis of governmental and nongovernmental constraints; analysis of energy conservation opportunities; and analysis of subsidized units at risk to convert to market rate housing. Goals, policies, and programs (pages 66-71) are accompanied by maximum objectives for the number of housing units that can be constructed, rehabilitated, and conserved.

PUBLIC PARTICIPATION

The 1987 Housing Element (Chapter 5, Residential Development) was developed as part of the General Plan update by the City's Planning Department; Naphtali H. Knox & Associates, consultant; and citizens' committees. A Community Opinion Survey of over 400 randomly selected Los Altos households, seventeen meetings of the General Plan Review Committee, three community workshop (all of which were publicly noticed in the *Los Altos Town Crier*), and a Land Use and Build-out Analysis, provided information for and input into the goals, policies, and programs of the Housing Element.

Residential Development

Amended: 3-14-95

This 1990 update of Chapter 5, the Housing Element largely relies on the findings of the 1987 General Plan update process. However, to ensure that issues and concerns are current, an informal survey was placed in the "Communique" which is the town newsletter that is delivered to every postal customer in the City. Responses to returned surveys have been considered. Additionally, all public hearings before the Planning Commission and City Council have been properly noticed to the public. These methods facilitate participation from all segments of the community.

CONSISTENCY

All chapters of the 1987 General Plan were developed concurrently, and are therefore consistent with each other. As revisions are made to the update of the Housing Element as part of these 1995 amendments, appropriate changes will be made to other chapters of the General Plan to maintain consistency.

SUMMARY OF HOUSING ISSUES

Los Altos is a residential city with natural beauty and a semi-rural atmosphere. The population has not grown much since 1970. Growth that has occurred mainly the result of annexations. Land within Los Altos is almost completely developed, primarily in residential quarter-acre lots.

The population of Los Altos is substantially older and wealthier than that of Santa Clara County and the State of California, and the gap is projected to increase in the next 20 years. Los Altos has a high proportion of family among its households; however, these families primarily consist of adults. In 1980,

only 43% of Los Altos families had children under 18. The vast majority of Los Altos children, just under 88%, live in families with both mothers and fathers present. It is likely that once the children move away, the adults will continue to live in Los Altos. A substantial proportion of the population, 60%, has lived in Los Altos more than 10 years. The City, with its quarter-acre lots, is attractive to the "traditional" family. As the housing stock turns over, new families with children are likely to move into the community.

There are market incentives to increase the density of Los Altos from the standpoints of both increasing the *number* of housing units in the City and increasing the *size* of existing housing units. The incentives stem from (1) population growth in the region and (2) increasing land values and the tendency to maintain or increase the ratio of improvements to land cost.

The rise in the price of housing, the aging of the population, the fixed income of a portion of the population, and the projected decline in household size mean that housing needs will be satisfied in new ways. Housing arrangements such as shared housing, senior housing, larger housing for wealthier residents, and multi-family housing for those who do not want a single family house were all explored during the General Plan process.

SENIOR HOUSING

A survey conducted by the Los Altos Senior Coordinating Council in 1980 found that housing was one of the problems less frequently reported by senior - by 6% of the

respondents. However, to those with a housing problem, the situation is crucial and can severely affect their life-style. Many who responded to the Community Opinion Survey conducted by the City in 1986 felt there was a need for more options for senior housing as discussed on page 62.

In 1980, 18% of Los Altos residents were 60 years of age or older with 12% 65 or older. This is a high percentage, exceeded only by Menlo Park in the mid-peninsula subregion, where 24% were age 60 or over. This percentage of older persons is expected to have increased over the past ten years. By 1995, the 65 and older age group is projected to be 15.8% of the population. The 75 and over age group--with their different housing needs--is also expected to increase dramatically. Projections for the current number of older persons are explained on page 52.

Older people who prefer to remain in their homes can be assisted through reverse mortgages and service programs. People who have lived in their homes over the years are described as "residentially stable." Reasons for older citizens remaining in their homes include a feeling of attachment to their homes; ease of "staying put" rather than moving; and a feeling of competency and control. Reasons for moving can be classified as amenity moves, environmental moves, and assistance moves. Seniors in the 75-and-over age group may need to move because of inability or lack of desire to maintain a large home. As this proportion of the population increases, the need for more appropriate housing will grow.

When they do move, elderly Los Altans often prefer an independent living situation, such as a townhouse or condominium, to an institutional setting such as a nursing home. Opportunities to move into smaller units within Los Altos, while not sacrificing the luxury and convenience of the Los Altos area, may be desired by seniors. Clusters of senior units located on convenient sites in Los Altos may meet seniors' needs for smaller, less expensive housing with easy maintenance. (Low cost repair and maintenance were the home care services considered most important for their well being by 17% of the 1980 respondents.)

Two sites for senior housing have been designated in Los Altos, each with different density ranges to provide greater choice to individuals seeking senior housing. Although, land costs are a disincentive to providing lower income senior housing in Los Altos, costs should be proportional to the size of the units when compared to the large homes some of the seniors would be leaving. Convenient access to public transportation and/or retail centers and other service needs were important considerations in locating senior housing.

EXISTING SITUATION

HOUSING MARKET CHARACTERISTICS

LOS ALTOS EXPERIENCES HIGH DEMAND FOR HOUSING. The Los Altos housing market is part of the northern Santa Clara County market which has consistently experienced strong demand. The housing stock can best be described as in good condition and quite costly compared to the State and regional averages. Affordability is

Residential Development

Amended: 3-14-95

FIGURE 5 - 1: MEDIAN HOUSEHOLD INCOME BY HOUSEHOLD SIZE FOR SANTA CLARA COUNTY

	<u>1 person</u>	<u>2 persons</u>	<u>3 persons</u>	<u>4 persons</u>	<u>5 persons</u>
Median Household Income	\$30,170	\$34,480	\$38,790	\$43,100	\$46,548

Source: HUD, February 6, 1987; Knox & Associates.

FIGURE 5 - 2: LOS ALTOS INCOME DISTRIBUTION, 1980

<u>Income Category</u>	<u>Percent of County Median Income</u>	<u>1980 Income Distribution</u>	<u>Number of Households</u>
Very Low	≤50%	8%	729
Low	50-80%	7%	638
Moderate	80-120%	12%	1094
Above Moderate	>120%	73%	6655

Source: Association of Bay Area Governments, Housing Needs Determinations, San Francisco Bay Region, December, 1983; based on 1980 U.S. Census.

FIGURE 5 - 3: APARTMENT RENT RANGES IN LOS ALTOS, 1987

<u>Unit Size</u>	<u>Low Rent</u>	<u>High Rent</u>
1 Bedroom/ 1 Bath	\$650	\$735
2 Bedroom/ 1 Bath	\$750	\$835
2 Bedroom/ 2 Bath	\$825	\$935

Source: Knox & Associates, March, 1987.

FIGURE 5 - 4: AFFORDABLE¹ HOUSING BASED ON SANTA CLARA COUNTY MEDIAN INCOME, 1987

<u>Relation to Median</u>	<u>Income</u>	<u>Monthly Payment</u>
Household at or below 50% (very low)	\$21,550	\$538.75
Household between 50% and 80% (low)	\$34,480	\$862.00
Household between 80% and 120% (moderate)	\$43,100	\$1,077.50

¹ Affordable: Capable of being purchased or rented by a household with low or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 30 percent of its gross monthly income for housing.

Source: Knox & Associates, based on HUD Median income for a family of four (\$43,100), February, 1987.

determined by the ability of the residents of Los Altos to pay for adequate housing.

Household incomes exceed regional incomes. As reported in the 1980 Census for Los Altos, the Median Household Income was \$36,525 and the Median Family Income was \$39,904, compared to \$23,370 and \$26,662 respectively for Santa Clara County. Incomes have risen substantially during the past 10 years: HUD established the County Median Household Income as \$54,000 on February 6, 1990. Extrapolating, the Median Household Income in Los Altos in 1990 would be approximately \$84,400. Median Household Income for Santa Clara County by Household Size is shown in Figure 5-1. The distribution of incomes in Los Altos is shown in Figure 5-2.

Housing costs. Los Altos housing costs are much higher than the average prices for the region. The average home price reported in the *San Jose Mercury News* for the month of March 1990 was \$607,255 (based on 41 transactions). This is considerably more than the average detached home price for most of Santa Clara County in March 1990 which was \$261,500 (San Jose Real Estate Board).

Rents in Los Altos have been high in the past compared to the regional average, and it is expected that this is still the case. It is difficult to compile information on local rents because there are relatively few vacant rental units in Los Altos. Of the few vacant single family homes offered for rent in March and April of 1990, advertised rents of between \$1,250 and \$2,800 have been observed (*San Jose Mercury News*, various dates). An informal telephone survey of rents for apartment units revealed

the rent ranges shown in Figure 5-3.

Despite high housing costs, vacancy rates are very low in Los Altos. Rental housing is especially difficult to find. In recent years, vacancy rates have consistently been near 1% in single family homes and less than a 1% in multi-family units in Los Altos.

LEVEL OF PAYMENT COMPARED TO ABILITY TO PAY. Overpayment of housing is most often determined by a comparison of monthly housing payment to gross monthly income. By State of California standards, if payment exceeds 25% of gross monthly income, the household is said to be overpaying. The U.S. Department of Housing and Urban Development's standard is 30% of gross monthly income. Figure 5-4 shows affordable monthly payments, at 30% of gross monthly income, for various household income levels. Households at or below 50% of area median income will not be able to find affordable rental housing in Los Altos given the available rents shown in Figure 5-3.

The 1980 Census reported households paying in excess of 25% of monthly income and households paying in excess of 35% of monthly income as shown in Figure 5-5. Given a 1980 household median income of \$23,370 for Santa Clara County, lower income households were those with an income of less than \$18,700 (less than 80 percent of median income). Looking at just those lower income households, a total of 900 households paid in excess of 25% of their income for housing; 423 of these households were renters. A total of 694 lower income households paid in excess of 35% of their income for housing; 308 were renters. (These calculations are based on

Residential Development

Amended: 3-14-95

Columns 1, 2, 3, and an extrapolation of Column 4 of Figure 5-5.)

In the past ten years, housing costs have risen more rapidly than household incomes in Los Altos. Therefore, it can be expected that the number of households paying in excess of 25% and 35% of income for housing is even greater in 1990 than it was in 1980.

OWNER/RENTER MIX. In 1980, 7,882 (86.5%) of the 9,116 occupied housing units

were owner-occupied, and 1,234 were renter-occupied. It is expected that there is a slightly larger percentage of rentals in 1990 as shown in Figure 5-7. This is due to several multi-unit rental projects that have been built. In the future, increasing purchase prices will increase the incentive to create owner-occupied units.

HOUSEHOLD CHARACTERISTICS

SIZE AND NUMBER OF HOUSEHOLDS.
According to Department of finance (DOF)

FIGURE 5 - 5: HOUSEHOLDS PAYING IN EXCESS OF 25%, AND IN EXCESS OF 35%, OF THEIR GROSS MONTHLY INCOME FOR HOUSING IN 1980.

	Number of Households, by Income				
	Column 1 Income less than \$5000	Column 2 \$5000 to \$9,999	Column 3 \$10,000 to \$14,999	Column 4 \$15,000 to \$19,999	Column 5 Income more than \$20,000
Owner					
Total	160	218	280	475	5919
> 25%	119	132	100	170	1300
% of Total	74.4	60.6	35.7	35.8	22.0
>35%	103	96	84	139	559
% of Total	64.4	44.0	30.0	29.3	9.4
Renter					
Total	90	157	162	218	593
>25%	69	145	115	127	136
% of Total	76.7	92.4	71.0	58.2	22.9
>35%	69	124	79	48	13
% of Total	76.7	79.0	48.8	22.0	2.2
Total					
Total	250	375	442	693	6512
>25%	188	277	215	297	1436
% of Total	75.2	73.9	48.6	42.8	22.0
>35%	172	220	163	187	572
% of Total	68.8	58.7	36.9	27.0	8.8

Source: 1980 U.S. Census.

estimates, there were 10,067 households in Los Altos on January 1, 1990. (The number of actual housing units was estimated to be 10,321; the difference is accounted for by vacancies. The Department of Finance and the Federal Home Loan Bank Board, whose figures are cited on page 50, use different methods to calculate the vacancy rate.) The average number of persons per household was 2.697 (DOF, 1990) and is projected to decrease through the end of the decade, in contrast to many other cities in California and Santa Clara County where household sizes are increasing.

HOUSEHOLDS WITH SPECIAL NEEDS.

Those who are not normally provided for by the private housing industry may have a difficult time finding housing. These Los Altos residents may be constrained by low income, a handicap, a large family, or age. The housing market may not meet their needs, so they settle for less or overpay for housing.

Elderly households. In 1980 in Los Altos, 1,986 (21.8%) of the 9,116 then-existing households had at least one member 65 years or older. The senior population was 3,091 which was 12% of the total population, with 1,273 persons over 75. It is expected that the percentage of senior households has increased to over 26% and the percentage of seniors has increased to 14.5% in 1990. These projections suggest that there are 2,652 senior households and 3,980 total seniors in Los Altos in 1990. The over-75 population is expected to be increasing most rapidly with 1,640 persons in 1990. Clearly, there is an increasing demand for senior housing options.

Female-headed households. Using the percentage of female-headed households in 1980 and given the total population in 1990, it is projected that there are 592 female-headed households in 1990. Of these, it is projected that 244 households have children and 348 do

FIGURE 5-6: BREAKDOWN OF LOS ALTANS BY POVERTY STATUS, 1979

	<u>Below Poverty Level</u>	<u>Between Poverty and 125% Poverty</u>	<u>Total</u>
Total Persons ¹	655	157	812
Persons 65 and over	123	74	197
Persons under 65	532	83	615
No. of Families	127	16	143
No. of Unrelated Individuals	262	118	300

¹ The poverty status of these 812 persons was determined from a census of 24,298 persons.

Source: U.S. Census 1980, General Social and Economic Characteristics, Table 161.

FIGURE 5 - 7: OCCUPIED HOUSING UNITS BY TYPE AND TENURE

Unit Type	1986 Units	Owner-Occupied	Renter-Occupied	Percent Rented
Single family	8,996	8,268	728	8.1%
2 to 4 units	285	141	144	52.3%
5 or more units	921	297	624	67.8%
Mobile home	1	1	0	0.0%
TOTAL	10,203	8,707	1,496	14.7%

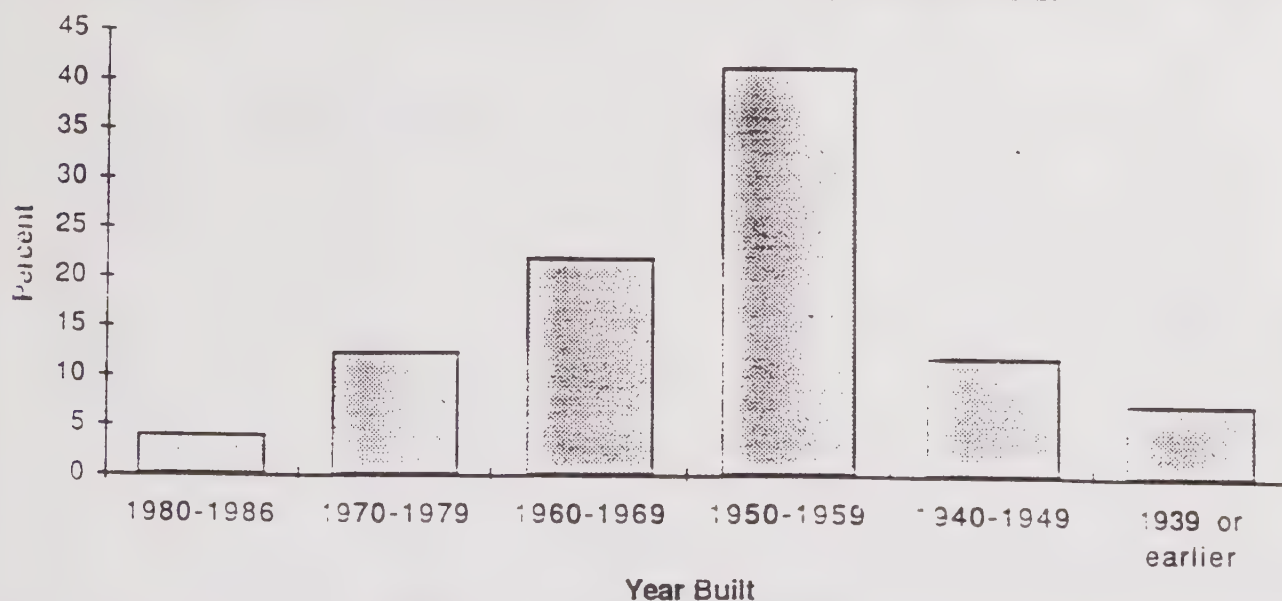
Source: Based on 1980 Owner/Renter Ratio, 1980 U.S. Census.

not. It is also projected that 63 of these female-headed households are below the poverty line. Although the 63 are only 0.6% of the total number of households, there are few housing opportunities for them. The lack of housing at prices affordable to female-headed households may have already required them to move out of Los Altos, and thus, there is probably a demand for housing for them beyond what is reflected in existing numbers. In addition to affordable units, female-headed households need housing with more than two bedrooms and with outdoor play space. Units

situated near recreation programs may best answer the need for supervised after-school activities for children.

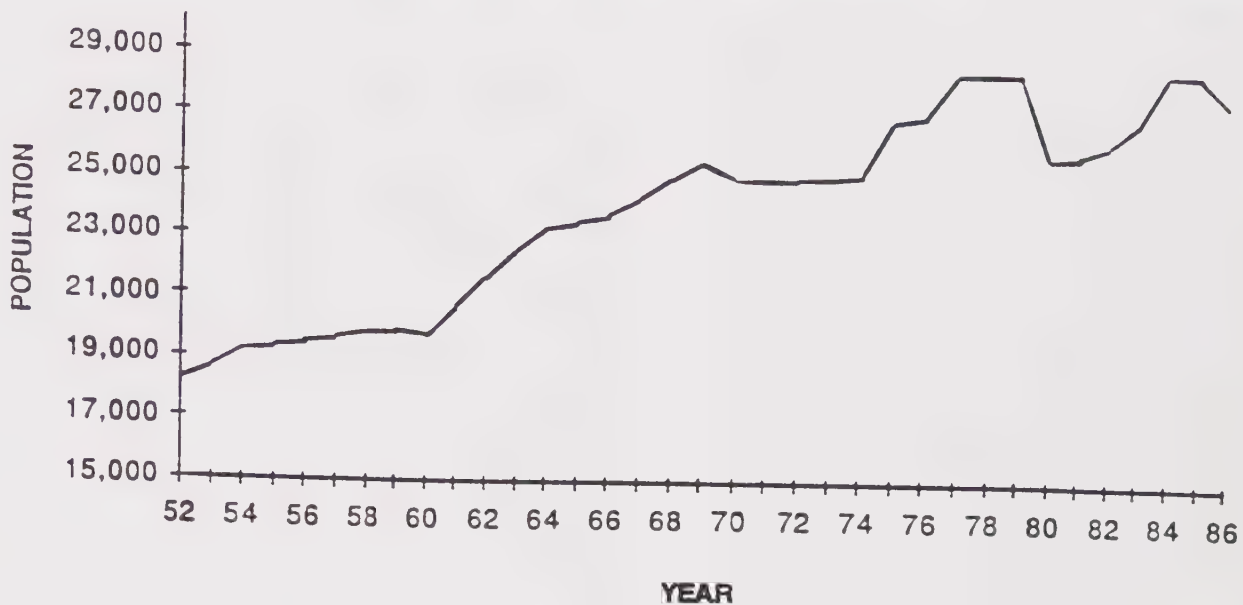
Handicapped households. Elderly persons make up a large portion of Los Altos' handicapped population. Since the elderly population is increasing, it is expected that the proportion of handicapped persons is also increasing. Based on this assumption, it is projected that there are 918 persons with work disabilities and 684 persons (523 of which are seniors) with public transportation disabilities in Los Altos in 1990. The handicapped need

FIGURE 5 - 8: PERCENT OF DWELLING UNITS IN LOS ALTOS, BY YEAR BUILT



Source: 1980 U.S. Census; Los Altos Building Department

FIGURE 5 - 9: HISTORIC POPULATION GROWTH IN LOS ALTOS



Source: Los Altos Planning Department, 1986.

FIGURE 5 - 10: PROJECTED TOTAL POPULATION AND NUMBER OF HOUSEHOLDS IN THE LOS ALTOS SPHERE OF INFLUENCE[†]

	1980	1985	1990	1995	2000	2005
Total Population	29,859	30,100	29,900	29,800	29,500	29,100
Households	10,538	10,800	10,900	10,980	10,990	11,000

[†] The city and the unincorporated areas comprise the Sphere of Influence.

Source: Association of Bay Area Governments, *Projections - 87*, July 1987.

FIGURE 5 - 11: PROJECTED AGE DISTRIBUTION, BY YEARS AND PERCENT, FOR THE CITY OF LOS ALTOS

Year	Age					Total
	0-4	5-19	20-44	45-64	65+	
1980	4.4%	22.1%	31.5%	29.9%	12.1%	100%
1985	5.2	18.4	33.2	29.5	13.7	100
1990	5.9	15.9	34.9	27.9	15.4	100
1995	6.2	15.9	35.7	26.4	15.8	100

Source: ABAG Preliminary Projections by Census Tract, and calculations by Alexanaer & Associates, September 15, 1987.

specially designed units in proximity to community amenities, or lower income affordable housing because many are on fixed incomes.

Large families. Based on the percentage of large families in 1980, it is projected that there are 995 households with 5 or more occupants in 1990. The typical indicator of problems associated with large families is overcrowding (defined on page 56). There were 76 overcrowded households reported in the 1980 Census which projects to 84 overcrowded households in 1990 or only 0.8% of total households. However, it is likely that overcrowding is less prevalent than this in 1990 because of a decreasing average household size.

Farmworker households. Los Altos is a built-out, non-agricultural community. According to the Santa Clara County Agricultural Commissioner's office, there are only a few small, non-labor-intensive agricultural uses in or near Los Altos. Therefore, housing for farmworkers is not an issue.

Homeless. The housing needs of the homeless are more difficult to measure and assess than those of any other population subgroup. According to a report by the County, *Homelessness in Santa Clara County, 1989*, there were an estimated 855 homeless persons assisted by various agencies in the County on one particular day. Using a ratio of total population applied to the homeless population, Los Altos' share of the homeless would be 16. According to Ron Jones, Chief of Police in Los Altos, there are 10 to 12 persons who are consistently observed without housing in Los

Altos. On any particular night, it is estimated that there are up to 10 other persons without housing or shelter in Los Altos.

The Community Services Agency for Mountain View and Los Altos provides multiple services, one of which is housing assistance in emergencies. Vouchers for motel rooms are provided for short-term needs such as time-lag from employment to first pay check, or a teenage child thrown out of home. For longer-term housing needs, the Community Service Agency coordinates a temporary shelter that rotates monthly among local churches. The Community Services Agency may also provide help with moving-in expenses for a rental unit or with a one-time supplement to a mortgage or rental payment to preclude eviction. Requests for housing beyond the scope of the Community Services Agency may be referred to the Agnews Homeless Shelter, the San Jose Rescue Mission, or the Family Living Center in Menlo Park.

HOUSING CONDITION

AGE AND TYPE OF HOUSING. Figure 5-7 shows the mix of dwelling unit types. In 1986, 88% of all housing units in Los Altos were single family homes, and 61% were 25 years of age or older. The majority of the older homes are located in the northern parts of Los Altos, although they are reasonably distributed throughout the city. Figure 5-8 shows the percent of dwelling units by year built.

REHABILITATION NEEDS. An informal windshield survey of housing units needing rehabilitation has been conducted in Los Altos.

It is estimated that there are about 20 units in need of rehabilitation. Anticipated needs for rehabilitation exist (1) among seniors who have owned their homes for an extended period and are now unable to make repairs due to fixed incomes, and (2) in some areas with many legal non-conforming living units on a single lot. Rehabilitation needs may exceed estimates as shown by the response to the new Community Development Block Grant Rehabilitation Program which the City began in July 1990. There were 6 applications in the first two weeks of the program which will use all of the money allocated for the fiscal year.

Very few units are lost to demolition, conversion, or fire in Los Altos. Only 66 units were lost during the nine years from 1980 through 1988, an average of about 7 homes per year. Restoration and rehabilitation of older homes occurs within the older neighborhoods of Los Altos. No major construction projects are planned within Los Altos that would require significant removal of existing housing units without replacement.

OVERCROWDING

Households are defined as overcrowded when more than one person per room resides in the unit, excluding kitchen and bathroom. Only 76 of the 9,116 households in 1980 were identified as overcrowded (0.8%). The large size of the existing housing units and the affluence of Los Altos, and the decreasing average household size means relatively few households are affected by overcrowding.

HOUSING AT RISK

Government Code Section 65583(a)(8) enacted in 1989 (SB 1282) requires the Housing Element to include an analysis of existing federally subsidized housing developments that are eligible to change to non-low-income housing uses in the next 10 year due to termination of subsidy contracts, mortgage payments, or expiration of use restrictions. There are no such federally subsidized low income projects in Los Altos.

In addition to federally subsidized units, State law also requires the City to identify and gather information on other projects which were developed subject to low-income use restrictions and which could be terminated within the next ten years. There are no such existing housing units in Los Altos.

PROJECTED HOUSING NEED

POPULATION GROWTH IS MINIMAL

Since 1952, the population of Los Altos has grown from 18,198 to an estimated 27,450 in 1990, an annual growth rate of only 1.19%. Figure 5-9 (on page 54) shows population growth from 1952 to 1990. As indicated on the chart, the 1970 and 1980 census both made downward adjustments to the mid-decade estimates of population growth since growth was even slower than expected. Because the city is fairly built-out, the most recent increases in population have largely been due to incorporation of county lands adjacent to the city.

Although Los Altos has grown over the *past* twenty years, the Association of Bay Area Governments (ABAG) projects population decreases in the Los Altos Sphere of Influence

over the *next* twenty years. ABAG's population projections are based on the land use shown in the 1987 General Plan and on the 1980 census. Their figures reflect additional population that could be accommodated as a result of the 1987 General Plan. In addition, ABAG projections consider the build-out analysis conducted in 1987, which gave a specific picture of the supply of developable land.

The population within the Sphere of Influence is expected to decrease from 30,100 in 1985 to 29,100 by 2005. The number of households, however, is expected to have increased by 362 between 1980 and 1990, and continue to increase with 200 between 1990 and 2005. As shown in Figure 5-10 (page 54), there will be additional demand for housing in Los Altos despite a decreasing population. The decrease in average household size is consistent with older household which tend to have fewer members.

The population distribution by age appears in Figure 5-11, (page 54). These percentages apply to the City of Los Altos, whereas the total population projections shown in Figure 5-10 apply to the planning area, which includes some adjacent unincorporated areas. The distribution patterns are likely the same in the two areas. The data in Figure 5-1 refers to the number of people. Most other references in this chapter address the number of households.

The most significant trend projected is the increase in both the number and percentage of people age 65 and over. The projection has clear implications for types of housing suitable for those 65 and over. This growing segment

of the population also will need more and a greater variety of services than exist currently. Within the group age 65 and over, those 75 and over are also projected to increase. Many people over 75 require some assistance in daily activities. Housing types and services tailored to their needs are becoming increasingly important.

LOW EMPLOYMENT GROWTH EXPECTED

Residents of Los Altos are generally employed elsewhere. About 85% of employed Los Altosans commute out of the city to work. Employment within the Los Altos sphere of influence, which was estimated by ABAG to be 8,505 in 1980, is expected to have grown by 7.5% to 9,140 jobs in 1990. The majority of these jobs are in the retail and service sectors--65.9% of all employment within the city.

Los Altos is a net supplier of housing within the region. Additional demand for housing will not necessarily come from within the city, but from expected employment growth in neighboring cities.

SHARE OF REGIONAL HOUSING NEEDS

The State of California Department of Housing and Community Development has authorized ABAG to determine housing needs for each city and county in the San Francisco Bay region (California Government Code Section 65584). State law (Sections 65580-65590) requires that cities must show ample opportunity for housing development to meet regional housing needs as defined by ABAG and remove obstacles to meeting such need. State law does not require that cities actually

produce or operate the housing, nor participate in subsidy programs. Opportunity means that a jurisdiction shall identify sites for housing and make adequate provisions for the existing and projected needs of all economic segments of the community.

ABAG allocates the regional share of housing need for each jurisdiction by considering six local factors: market demand for housing, employment opportunities, availability of suitable sites and public facilities, commuting patterns, type and tenure of housing, and housing needs of farmworkers. Given these factors, Los Altos was allocated a share of 106 units of a total Bay Area regional housing need of 283,700 for the period 1988 to 1995. This is considerably less than the previous allocation of 510 units for the period 1980 to 1990. The difference is due to changes in the process ABAG used to calculate local shares. The total share of housing need is distributed into four income categories: very low, low, moderate, and above moderate. ABAG moves each jurisdiction toward the regional distribution by averaging the existing city percentages with the existing county and regional percentages to determine the percentage to be applied to the projected housing need. For example, the City of Los Altos (with 8% very low) is averaged with Santa Clara County (17% very low) and the region (23% very low) to derive a projected 16% very low ($8 + 17 + 23 = 48$; 48 divided by $3 = 16$). The current definition of each income category and the resulting "affordable" monthly housing payment is shown in figure 5-4, on page 50.

A community can promote additional housing opportunities to attain its share of regional

housing needs in a number of ways. According to ABAG:

"How each county and city will address the determination of regional housing need by income category will be decided within the housing elements of each individual jurisdiction."¹

The following programs will be used by Los Altos to provide housing. The attainment of regional housing needs from these programs is shown in Figures 5-13A and 5-13B.

RECENT CONSTRUCTION. From April 1, 1980 to January 1, 1990, 1,114 housing units were added to the Los Altos housing stock (502 by annexation and 612 by new construction). Only the 612 newly constructed units may be counted towards meeting the regional share over that period which was 510. Of the 612, some 335 were multi-family dwellings; 275 of those are rental units and may be considered as affordable to moderate and low income households. No very low income housing has been built in Los Altos in the past 10 years. Additions to the Los Altos housing supply are shown in Figure 5-12, and are included in Figures 5-13A and 5-13B.

NON-CONFORMING UNITS. The City conducted a survey of tenants living in legal, non-conforming units which prior to 1987 had not been counted toward addressing the regional share of housing need. The tenants' income distribution was 5 very low, 14 low, and 51 moderate and above moderate. The very low-and low-income households have been added to column 2 of Figure 5-13A. The

Residential Development

Amended: 3-14-95

non-conforming units have a use permit which helps to conserve this portion of the housing stock.

SHARED HOUSING. Los Altos has used a shared housing program to make more efficient use of the existing housing stock. This is an important part of providing housing in a city like Los Altos which is experiencing build-out and high land prices. A net average of 10 lower income senior households per year have been placed in existing occupied housing through City support of a shared housing program. The City expects a similar number of annual matches from 1990 through 1997, resulting in 70 new matches. The State allowed shared housing to be counted toward satisfying regional housing needs in 1987, but it will not count them now because they are not newly constructed units. The City will continue the program anyway because it is worthwhile and effective. Shared units created from 1980-1989 are shown in column 3 of

Figure 5-13A.

A separate shared housing program proposes to lease a house in Los Altos to be shared by between 4 and 6 very-low and low income households. This program would not be exclusive to seniors, and could serve others in need. This will be considered as a future program for affordable housing.

ROTATING SHELTER. The Community Services Agency of Mountain View and Los Altos and the Churches Committee on Homelessness has set up a temporary shelter which rotates monthly among Los Altos churches. The program can house up to 15 persons at no charge for a maximum stay of 3 months. It is designed to serve residents of the area that are working and saving money or seriously pursuing work. The program was started in December of 1989 and has been consistently full with a waiting list. The State will not allow the shelter to be counted in

FIGURE 5-12: LOS ALTOS PROJECTED HOUSING NEED BY INCOME CATEGORY

	Share of Regional Housing Need 1980-90 ¹	Units Added 1980 to 1987 ²	Units Created Through Shared Housing FY 1985-1987 ³	Remaining Share of Housing Need
Very Low	82	5 ⁴	16	61
Low	66	88 ⁴	4	0
Moderate	92	200	14	0
Above Moderate	270	283	4	0
TOTAL	510	576	38	61

Sources: ¹ Association of Bay Area Governments, *Housing Needs Determinations*, San Francisco Bay Region, December, 1983. ² City of Los Altos, Building Department. ³ Project Match. ⁴ City Survey of non-conforming units (5 units in *very low* and 14 units in *low* income were previously uncounted toward attainment of regional fair share).

satisfying regional housing needs because it is only temporary. The City recommends investigation of longer-term solutions, but for now, the shelter is worthwhile and effective. The housing provided by the shelter is included in column 9 of Figure 5-13B.

ATTAINMENT. Figure 5-13A compares additions to the housing supply from 1980 to 1990 with ABAG allocations for the same period. This shows that housing programs over that period failed to meet 35 units of need, all in the very-low income category. Figure 5-13B addresses the ABAG allocation from 1988 to 1997. There have been 90 units added from 1988 to 1994. Units added from 1995 to 1997 are projected to be 157 based on past construction and build-out potential as shown in Figure 5-13B. Column 5 of Figure 5-13B shows that the City expects to meet its regional fair-share housing goals for the 1990-1997 planning period. Column 9 of Figure 5-

13B shows that shared housing and the shelter will produce 88 units for the period 1988-1997 which the State will not count toward housing needs.

RESIDENTIAL LAND INVENTORY AND SITE IDENTIFICATION

BUILD-OUT ANALYSIS AND GENERAL PLAN REVISIONS

Included in the 1987 General Plan was a Land Use and Build-out Analysis which identifies vacant and underdeveloped sites and defines the total potential for additional dwelling units. This analysis has been updated with revisions to the Land Use Plan in 1989, 1990 and 1995. Adjustments have been made for sites which have been developed.

The potential additional units are primarily expected to be the result of the redevelopment

FIGURE 5-13A: ATTAINMENT OF HOUSING NEED BY INCOME CATEGORY, 1980-1990

	Share of Reg. Housing Need 1980-90 ¹	Units Added 1980 to 1989 ²	Shared Housing Units FY 1985-1989 ³	Unmet Need 1980-1990
Very Low	82	5 ⁴	27	35
Low	66	93 ⁴	6	0
Moderate	92	217	18	0
Above Moderate	270	301	5	0
TOTAL	510	616	56	35

Sources: ¹ Association of Bay Area Governments. *Housing Needs Determinations*. Dec., 1983. ² City of Los Altos. Building Department. ³ Project Match. ⁴ City Survey of non-conforming units (5 units in very low and 14 units in low income were previously uncouneted toward attainment of regional fair share).

FIGURE 5-13B: QUANTIFIED HOUSING OBJECTIVES, 1988-1997

Income Category	Share of Regional Housing Need 1990-1997 (1)	Total Units Added 1988-1994 (2)	Units Approved 1988-94	Projected Units Added 1995-1997 (3)	Percent of Regional Fair-Share (4)	Expected Unmet Need 1988-1997	Rehabilitated Units	Conserved Units	Projected Other Units 1988-1997 (5)
Very Low	17	19	0	6 (6)	147%	+8	2	3	60
Low	14	6	1	18 (7)	171%	+10	2	6	9
Moderate	19	8	12	12 (8)	105%	+1	0	6	16
Above Moderate	50	57	151	121	317%	+65	0	N/A	3
TOTAL	106	90	164	157	233%	+84	4	15	88

- Notes:
- (1) Regional Needs from ABAG, Housing Needs Determination, January, 1989 and extended from 1995 to 1997 by state legislation.
 - (2) Units added from 1988-1994 include 19 very low income units at the Four Seasons Motel, 2 city-owned low income units, 2 low income second living units, 2 low income units at Chester Circle, 5 moderate income units at Loyola corners, 1 moderate income unit at 534 Lassen Street, 2 moderate income units at Chester Circle. Above moderate income units are estimates from the City of Los Altos Building Department (new construction only). The projected units to be added from 1995-1997 include all units which have been approved but not yet constructed, plus additional units which have not yet been approved (see notes 6, 7 & 8 below).
 - (3) Based upon the total units added from 1988-1994 plus the projected units to be added from 1995-1997.
 - (4) Other units includes 73 shared housing units and 15 units (all in the very low category) for the rotating shelter.
 - (5) The very low income unit projections (1995-1997) are based upon 5 units from the second unit ordinance revisions and one unit from other new construction.
 - (6) The low income unit projections (1995-1997) are based upon 1 unit under construction at 130 Second Street, 15 units from the second unit ordinance revisions and 2 units from other new construction.
 - (7) The moderate income unit projections (1995-1997) are based upon 4 units under construction at Chester Circle, 2 units under construction at 44 Third Street and 6 units approved at Edith Avenue/San Antonio Road.
 - (8)

FIGURE 5-14: SITE AND PROGRAMS FOR ADDITIONAL HOUSING IN LOS ALTOS

Build-out of larger residential parcels with no land use change	Size (acres)	Net Units	Land Use Category	Proposed Zoning 2	Potential Aff. units
Chester Circle, LU Site 2	3.0	28	PC/R1-10	PUD/R1-10	8
479 Los Altos Avenue	2.3	9	Res. 2	R1-10	-
323 Pine Lane	1.2	3	Res. 2	R1-10	-
Edith/San Antonio Road, LU Site 4	4.3	57	PC/Res.5	SC/R1-10	6
968 Manor Way	1.0	3	Res. 2	R1-10	-
662 University Avenue (El Retiro)	51.5	50	PC	PC	5
Zone 1 (Downtown North)	1.47	40	Res. 6	R3-1	6
Zone 5 (Cuesta Multi-Family)		73	Res. 6	R3-1.8	7
Zone 7 (Sherwood Triangle)		-15	Com. 3	CT	-
Zone 8 (El Camino South)		-5	Com. 3	CT	-
Subtotal - Build-out		243			32
Land Use Changes 1					
Los Altos Supply, LU Site 2	2.33	65-109	Res. 6	R3-1	7-18
Hawthorne, LU Site 5	2.7	10-27	Res. 5	SC/R1-10	5
City Property/Fremont, LU Site 7	1.1	-2	Pub/Quasi Pub	PCF	-
Former Tree Farm, LU Site 1	1.67	47-79	Res. 6	R3-1	5-13
Four Seasons Motel, LU Site 3	2.15	60-101	Res. 6	R3-1	6-60
Subtotal - Land Use Changes	8.85	180-314			23-96
Programs citywide					
Multi-Family Development Standards		25-67			Existing A.H.
Shared Housing		200			Units - 19
Second Unit Revisions		50			(VL)
Density Bonus		35-45			
Hotel/Motel Conversion		60			
Affordable Housing/Mixed-Use Overlay		30			Total A.H.
Subtotal - Programs		400-452			Units 74-147

TOTAL UNITS 823-1009

- 1 Includes housing density bonuses. Site identification numbers refer to the map (Fig. 5-15) on opposite page.
- 2 Residential Zoning Districts: R1-10 is single family with a 10,000 sq. ft. min. lot size; R3-1 is multi-family with a max. of 38 inuts per acre; R3-1.8 is multi-family with a max. of 24 units per acre.

A.H. = Affordable Housing. VL = Very Low Income.

Source: City of Los Altos and Alexander & Associates, 1987, 1990, and 1994.

FIGURE 5 - 15: VACANT AND UNDERDEVELOPED RESIDENTIAL PARCELS



and recycling of underutilized and rezoned sites, as there are only 2.7 acres of vacant residential land in Los Altos. There are eight vacant parcels in the R1-10 (single-family) zone which total 2.2 acres and could result in eight new units. There is one vacant parcel in the R3-1 (multi-family) zone which totals .16 acre and could result in three units. There are two vacant parcels in the R3-1.8 (multi-family) zone which total .33 acre and could result in six units. In total, infill on vacant land could result in seventeen units.

The Build-Out Analysis examined thirteen areas of the City for the impact of intensification under the 1974 General Plan. Four of these areas contained, and are included in the analysis of, available residential land. Other parcels were identified by the planning department and the General Plan Review Committee as significant housing sites with potential to increase density. Figure 5-14 on page 63 summarizes the potential for additional housing units through build-out on vacant and under-developed sites, land use changes, and citywide programs which are described with quantified objectives on pages 75-83. It is through these sources that the housing needs of Los Altos are expected to be met. Figure 5-15 on page 64 shows vacant and underdeveloped residential parcels. Although Figures 5-14 and 5-15 give a good picture of residential development potential in Los Altos, some additional development might occur through subdivision of existing single-family parcels or the addition of second units.

Two major sites have been developed since the 1987 Build-Out Analysis, a 9.6-acre property on Grant Road, and a 5.1-acre parcel on Mount Hamilton Avenue. Together, these

projects have resulted in 55 new units and appropriate adjustments have been made to the Build-Out Analysis. The most likely sites to be developed through 1997 are residential land use sites 2 (Chester Circle portion), 3 (remaining motel portion), and 4. The 145 net housing units possible on these sites is expected to help meet the City's allocation through 1997. In addition, recent development activity in the Downtown North and Cuesta-Lassen multi-family areas is expected to continue. The remaining sites identified are available for increased residential density and will provide housing through the 18-year life of the 1987 General Plan.

ANALYSIS OF REDEVELOPMENT POTENTIAL OF SPECIFIC SITES

Existing Under-Developed Multiple-Family Zoned Properties. Redevelopment and recycling of under-developed properties in the City's two existing multiple-family residential (R3) areas could potentially result in 113 additional units. The Cuesta-Lassen area has the potential for a net gain of 73 units and the Downtown North area has the potential for a net gain of 40 units.

These projections include, and are supported by, recent projects such as: (1) A 27-unit condominium project, including two affordable units, currently under construction at 44 Third Street. This project replaced 4 single family homes for a net gain of 23 units; (2) A recently approved 2-unit condominium which will replace a single family home at 466 Tyndall Street; and (3) A 4-unit condominium, including one low income unit, currently under construction on a vacant lot at 130 Second

Street. The remaining under-developed properties in the Downtown North R3 area and the Cuesta-Lassen R3 area are expected to be redeveloped and recycled in a manner similar to these three projects.

Former Tree Farm, Land Use Site 1. This mostly vacant, 3.67-acre site located on El Camino Real is currently on the market. The entire site is designated for commercial development; however, it is proposed that in 1995 the most southerly 1.67 acres be designated Multi-Family Residential. The proposed Affordable Housing/Mixed Use Overlay Zone, would require a residential project on this site to include a minimum of 20% low income, 10% very low income, or a combination of both types of housing units. The 1.67-acre site would yield up to 79 units including up to 13 low income or 7 very low income units.

Los Altos Supply, Land Use Site 2. The southerly 1.45 acres of this El Camino Real site are designated Mixed Use (commercial/residential) with the remaining portion of the site designated for Commercial development. The proposal is to redesignate 2.33 acres to Multi-family Residential in 1995. Although the site is currently occupied by a garden and building supply business and single-family residence. City staff has been informed by the owners that continued operation of their business is in jeopardy due to a new WalMart Store and garden center currently under construction across the street from their site. Since this site would also be in the Affordable Housing/Mixed Use Overlay Zone, it will yield up to 110 units with up to 18 low- and very low-income units.

Four Seasons Motel and Adjoining Strip Commercial Center, Land Use Site 3. This 2.15 acre site is presently zoned CT (Thoroughfare Commercial) and is developed with a motel and small strip commercial center under separate ownership. The site could produce between 60 and 101 housing units. The most likely scenario envisioned by the City involves recognition of the 19 existing very-low income rentals at the motel, conversion of the remaining 60 motel units to affordable monthly rentals in the short-term and redevelopment of the small commercial center over the long-term.

The redevelopment potential of this site is enhanced by the following factors: (1) The City proposes to redesignate and rezone the site from commercial to multiple-family residential, which will facilitate demolition of the older commercial buildings and redevelopment as residential; (2) The 2 acre motel/restaurant property has been offered for sale in the recent past; (3) The short-term occupancy rate of the motel is very low, indicating that its continued commercial viability is questionable; (4) Between 50%-90% of the occupied rooms at the motel are presently being rented on a monthly basis at rates which are affordable to a single very-low income person. This equates to an average of 19 rooms per month during 1994, which the City recognizes as contributing toward the City's affordable housing goals; (5) Recent inspections by the City Building Official and Fire Marshall determined that the motel rooms and buildings meet the minimum standards of the Uniform Housing Code and the Uniform Fire Code. In addition, the motel units are consistent with the Uniform Building Code definition for efficiency apartments.

Therefore, conversion of the entire motel to long-term residential occupancy could be easily done; and (6) The proposed hotel/motel conversion regulations, which will potentially require the motel to convert to affordable monthly rental units if not used for transient occupancy.

Edith/San Antonio Road, Land Use Site 4.

This centrally located 4.3-acre site opposite the Civic Center and adjacent to downtown was approved for a 70-unit senior citizen market-rate development in 1991. Unable to secure financing, the developer applied for and received City approval for a 57-unit senior citizen development. The project was approved with six affordable units and with a condition of approval requiring evaluation of potential additional affordable units in exchange for incentives provided by the City. This approval was granted in September of 1994, and to date there has been no indication from the developer as to when the project will proceed. Mid-Peninsula Housing Coalition (MPHC) has indicated significant interest in purchasing the property for the purpose of constructing an all-affordable senior citizen housing development. In March of 1994, the City Council approved the potential allocation of approximately \$90,625 in Community Development Block Grant funds to MPHC towards the purchase of the site should it be placed on the market. If MPHC is successful in purchasing the Edith/San Antonio site, approximately 50-70 very low- and low-income senior housing units would be built.

Hawthorne, Land Use Site 5. This 2.7 acre site is presently occupied by the Los Altos Nursery and is designated for senior housing development at 8-16 units per acre. The

family who owns and operates the nursery have indicated to the City that they intend to sell the property for redevelopment in the relatively near future. This would be the fourth plant nursery property in Los Altos to sell for redevelopment during recent years. The site is located in a well-established single-family residential neighborhood near the downtown area which should enhance its marketability. The adoption of an affordable housing ordinance as outlined in Program 18 will ensure that the development of this site will yield affordable housing units.

SENIOR HOUSING. Fifty percent of the respondents to the 1987 Community Opinion survey felt that there was a need for more senior housing options. Seniors in Los Altos often have substantial equity in their homes, but most are living on fixed incomes which may preclude proper home maintenance. New senior housing should take into account the need for small, independent units, protected from substantial yearly rent increases, and with low maintenance requirements.

This General Plan designates a Senior Housing density of 10 to 37 dwelling units per acre (or 7.5 to 27.75 du/acre plus a 25 percent density bonus pursuant to provisions of the State code). A site-specific, senior housing zone is to be written as an implementation measure of the General Plan.

EVALUATION OF HOUSING PROGRAMS

EVALUATION OF PROGRESS ON THE 1987 HOUSING ELEMENT. The 1987 Housing Element contained many of the same Programs as this 1990 Housing Element. In

Residential Development

Amended: 3-14-95

evaluating these programs since 1987, they will be referred to as they are listed on pages 75-83.

Program 1 has been put in place through a case by case review of common boundaries of dissimilar uses. Effective setbacks, noise walls, and landscaping have been utilized on commercial properties. Specific code amendments have been adopted. Significant progress has been made in Residential Design Review, Program 2. This program has been carried forward with the emphasis on the development of Design Review Guidelines to augment specific codes.

The City has implemented shared housing through Program 4. This has resulted in annually matching approximately 10 lower income senior households with owners of existing housing in Los Altos. This program is of particular significance because it encourages more efficient use of the existing housing stock in a city that is nearly built-out.

Review of the second unit regulation proposed by Program 5 has been completed and draft code amendments prepared. The current second living unit regulations apply only to parcels which are at least 15,000 square feet in size, have a minimum of 80 feet of lot frontage and comply with stringent design and off-street parking standards. It is estimated that 400 of the City's R1 zoned lots currently meet the minimum lot size and lot frontage requirements. In addition, there is currently no requirement that affordability be maintained for second living units.

The proposed code amendments would allow second living units on parcels with a minimum

of 10,000 square feet of lot area; eliminate the minimum lot frontage requirements for eligible parcels; reduce the off-street parking standard; maintain the floor area ratio requirements; provide flexibility in unit design; and require that the unit be maintained as affordable to low or very low income persons. The minimum parcel size of 10,000 square feet will increase significantly the number of parcels eligible to apply for a second living unit from about 400 to approximately 7,500. In addition, a substantial reduction in planning and building permit application fees is proposed to encourage applications and reduce development costs. These code amendments would be effective during a two-year pilot period during which a maximum of 30 units could be allowed. The revised second unit regulations are expected to be adopted in early 1995 and could be extended beyond the end of the pilot period.

Although only two second units have been built since 1980, the City expects up to 20 new second units to be developed from 1995-1997 as a result of the new regulations, reduced application fees and increased community outreach efforts.

Density bonus Programs 6 and 7 have been made available, but they have not been utilized by the development community and therefore the program has not resulted in any new units; however due to the anticipated implementation of other City programs supporting affordable housing, it is projected that the density bonus provisions will be used in the future.

The mixed-use commercial Program 8 has resulted in 5 new dwelling units in the Neighborhood Commercial District at Loyola

Corners. Given the expanded mixed use opportunities created by the Affordable Housing/Mixed Use Overlay District, up to 30 units are expected in the Thoroughfare Commercial District on the El Camino.

The City's Building Department has established voluntary code inspection at a nominal fee as proposed by Program 9. It has been used in property transfers, to evaluate rehabilitation needs, and following the October 1989 earthquake.

Many but not all of the residential rezonings required by Program 10 have been accomplished. The small lot rezoning was not completed due to a lack of community support for a separate zoning district. However, regulations were adopted which assist in maintaining these more affordable units.

In addition, land use and zoning changes are proposed on four sites totaling about 8.85 acres. These changes involve either new residential designations or increased density on existing residential properties and are shown in Figure 5-14.

None of the approximately 627 rental units has converted to condominiums during this evaluation period. Program 11 regarding rental property preservation has been expanded as explained under New Programs on page 64.

Five multi-family projects totaling 79 units have been constructed, or are under construction. Each project includes diversity in size of units, thus meeting the intent of Program 12.

Application of Program 13 has resulted in the

conservation of 4 additional units by granting use permits to non-conforming structures.

The City of Los Altos accepted ABAG's determination of the fair share of regional housing need. This update incorporates the additional 106 units for the period 1988-1997, consistent with Program 14.

The evaluation of funding sources under Program 17 is on-going. Using its CDBG funding allocation, the City has begun a Low Income Housing Fund and allocated about \$90,000 for land acquisition by the Mid-Peninsula Housing Coalition. In addition, the City has begun participating in the Mortgage Credit Certificate Program.

The City continues to provide a referral service related to Program 19 on housing discrimination.

Under Goal 6, there are a number of Programs targeted at the needs of seniors. Program 22, second unit inventory, like Program 5, has not been completed but is carried forward. progress on Program 23, joint cooperation, is not measurable but is ongoing. Program 24, Senior Housing Study, is scheduled as part of a larger study of senior needs to be conducted in Fiscal Year 1990-1991.

The Senior Housing Sites and the Senior Housing Ordinance described in Programs 25 and 26 have been included in a General Plan review and amendment package in 1989 and 1990. A proposal on one senior housing site has been approved by the City and the ordinance has been adopted.

Maintenance and rehabilitation programs have

Residential Development

Amended: 3-14-95

been implemented as directed in Programs 27 and 28. A volunteer program through the Senior Coordinating Council has been established to assist seniors with minor home repair. As of July 1990, the City's qualifying residents can get loans for housing rehabilitation from the Santa Clara County department of Housing and Community Development.

Of the four programs under Goal 7 regarding energy efficiency, only the solar access ordinance has not been implemented.

PROGRAMS NEW TO THE 1990 HOUSING ELEMENT.

The establishment of an emergency housing shelter has been an accomplishment unanticipated in the 1987 Housing Element. As described on page 58, a rotating shelter houses up to 15 individuals on a short term basis at local churches. Although more long term solutions are desired, it is expected that the rotating shelter will continue through 1997 (Program 21). The advisory committee on Homelessness (Program 22) is intended to address issues and solutions.

This Housing Element expands Shared Housing Program 4 to address all residents, not just seniors. Shared Housing is an adaptable program which could meet the special needs of various individuals and groups.

The inclusion of development incentives as part of the City's density bonus ordinance (Program 6) is expected to promote additional affordable housing development.

The El Camino Real corridor has been identified as an area which has good potential for development of affordable housing. Program 8A calls for the preparation of an Affordable Housing/Mixed-Use Overlay Zoning District which would initially be applied to an area covering approximately 54 acres. This new overlay zone is expected to result in about 30 additional housing units, including new affordable housing units.

Program 8B examines the feasibility of converting existing hotel/motel properties into longer-term affordable rental units. To facilitate the conversion of motel rooms into affordable efficiency apartments, an ordinance would be adopted to provide the necessary legal and administrative support mechanisms. In addition to the 19 motel rooms currently recognized as very low income rental units, up to 60 additional motel rooms could be permanently converted to affordable monthly rental units under this program.

The City will be preparing a Specific Plan for the North Entry Area as called for by the Economic Development Element of the General Plan. A portion of this area, especially along Sherwood Lane, could be appropriate for affordable housing and/or mixed-use. Program 8C has been added which will ensure that the affordable housing potential of the North Entry Area is fully evaluated as part of the Specific Plan.

Additional sites have been added to the land use and zoning changes to be carried-out under Program 10. Four properties totalling 8.85 acres are slated to be either converted to multiple-family residential land use or changed to provide for increased residential densities.

Between 180-314 new and/or converted residential units are expected as a result of these land use and zoning changes.

The Condominium Conversion Ordinance which prohibits offering rental units for sale is to be expanded and is expected to be adopted in early 1995. It will now require that demolished rental units in multi-family zones must be rebuilt as rental units (Program 11).

Programs 15, 17, and 18 are intended to address solutions for providing the City's Fair Share of the Low and Very Low income housing needs through assessment of needs, evaluation of funding sources and affordable housing zoning techniques. The advisory committee (Program 15) will review other mechanisms.

Program 15A identifies the existing requirements of state law for an annual status report on the implementation of the General Plan housing programs.

The multiple-family residential development standards in Program 16 will increase the number of units which could be developed on smaller parcels in the R3 zones without changing the overall density and will require that the maximum number of units be developed on each site. Exceptions to the maximum density build-out provisions will be allowed on a case-by-case basis only when specific findings can be made. This program is expected to result in 25-67 additional residential units.

HOUSING MARKET CONSTRAINTS

GOVERNMENTAL

ZONING. Residential land use categories are described in the Land Use Chapter of the General Plan. Zoning possibilities range from Low Density Single-Family (maximum density of 2 dwelling units per acre) to Medium Density Multi-Family (maximum density of 37 du/acre). A majority of the residential areas are zoned R1-10, which is for single-family housing at a density of 4 units per acre. The General Plan calls for rezoning a number of areas to allow higher densities for family and senior housing. The effect will be to increase the number of dwelling units that can be built in Los Altos. Also, "density bonuses" are given if non-market rate or senior housing is constructed.

Development in accordance with development standards is allowed by "right" in all the residential zones and requires no discretionary review by the City other than design review. Although Planned Unit Development (PUD) projects are discretionary, the City has never denied a PUD application which is consistent with the General Plan.

The City places no restrictions on mobile or factory-built homes other than those placed on conventional housing.

The maximum lot coverage for the R1-10 zone is defined by a Floor Area Ratio (FAR) of 0.35. Front and rear setbacks are 25 feet. Side yard setbacks are 10 feet. Side yards for flag lots, and lots with widths less than 80 feet, vary from the 10-foot setback. The minimum lot size in the R1-10 zone is 10,000 square feet, and this restricts Los Altos to a relatively low density. This has been a constraint to

Residential Development

Amended: 3-14-95

affordable housing in the past, but is less so now because there are few available lots. Existing setbacks, coverage, and parking requirements are not a constraint because of the large minimum lot size.

BUILDING CODES AND ENFORCEMENT.

Building codes are not a constraint to residential development. New construction is required to meet Uniform Building Code regulations, and the City has made no local adjustments to State Housing Law. There is no systematic enforcement of building codes on existing dwellings. Existing units are inspected only when complaints are received by the City, or when an owner seeks a permit for additional construction. Certain types of additions require the applicant to bring the building (or part of it) up to current codes. Voluntary code inspection programs have helped home owners identify life-safety improvements, rehabilitation needs, and energy efficiency opportunities.

PLANNING FEES AND EXACTIONS. The City assesses a number of fees that affect the development of housing in Los Altos. Water, sewer, and storm drain fees are similar to those charged in neighboring cities. Plan check and building permit fees are instituted as suggested in the Uniform Building Code as they are in many surrounding cities. Various other planning fees are intended to meet only the expense of processing a project and do not unduly affect the cost of housing.

The City required park dedication or in-lieu fees for land subdivisions in order to provide sufficient park land for the City's population. Three of the four school districts, under State enabling legislation, collect school impact fees based on square footage of new residential

construction or additions to existing homes.

The City has conducted a survey of the major planning and development fees charged by the communities of Palo Alto, Mountain View, Cupertino and Sunnyvale. The purpose of this survey was to help determine if the fees and charges required by the City of Los Altos, in comparison to adjacent communities, were a constraint on the development of affordable housing. The survey results indicated that City fees and charges, in relation to the fees and charges of other cities, do not represent a constraint upon affordable housing development. In addition, reduced planning and building permit fees will be used to promote the construction of affordable second living units, and the City Council considers fee reductions and waivers for affordable housing projects on a case-by-case basis.

DESIGN REVIEW. Planning Department review of a new single-family house typically takes 2 weeks for one-story structures and 4 weeks for two-story structures. Building Department review of plans for a new single-family house typically takes 6 weeks, although revisions may be required which usually add several weeks to the process. These typical processing times are not significantly different from other cities in the area, and more importantly, are as expedient as possible given limited personnel.

Residential Design Review (Program 2, page 57, is intended to reduce the bulk of houses on 10,000 square foot lots. Design requirements for houses on lots smaller than 10,000 square feet will prevent oversize houses on small lots, resulting in the retention of smaller houses on smaller lots. Any design review combined with

a planned unit development (PUD) or PUD-type process will help ensure the compatibility of senior housing developments with the surrounding single-family neighborhoods, thus increasing the acceptability of senior housing in a single-family setting. The design review process for mixed-use projects should result in increased livability for residents of the mixed-use development. Design review is not expected to add time to the project approval process.

AVAILABILITY OF PUBLIC FACILITIES.

Los Altos is almost completely built-out. Adequate infrastructure exists to meet the needs of any new sites that might be developed without major trunk extensions or improvements. Therefore, residential on-site improvement costs are limited to the provision of infrastructure to the individual project site (i.e., extension of streets, water, sewer, and power lines). There are no sidewalk requirements for residential development in Los Altos, and thus, curb requirements are less costly than improvements required in neighboring cities. The City has standard specifications for streets, which require minimum pavement compared with right-of-way. There is a minimum travelway standard for private streets and driveways. Because new development is only on infill parcels, these costs are not prohibitive.

NON-GOVERNMENTAL

COST OF LAND. The cost of land in Los Altos, more than any other factor, constrains the development of affordable housing. It is estimated that a typical 10,000 square foot lot costs about \$500,000 in 1990(2). Cost can vary depending upon the property's location

and the improvements already existing on it. An improved or subdivided 10,000 square foot lot in Los Altos (i.e., with existing streets, sewer, and street lights) is valued at approximately \$25,000 to \$30,000 more than the same lot in an unimproved or raw condition(3). This reflects developer-initiated improvements in addition to those required by the City. Densities over 15 times greater than currently allowed would be necessary to bring land costs into a range that is considered affordable.

COST OF CONSTRUCTION. It typically costs about \$100 per square foot to construct a new single-family home in Los Altos in 1990. This is similar to costs in other cities in the area. Often construction costs in Los Altos exceed regional averages, but this is due to elaborate design rather than high pricing.

AVAILABILITY OF FINANCING. Interest rates for home financing and rental development have a crucial effect on the incomes required to purchase the median priced Los Altos home, and on the development of rental housing in Los Altos. Interest rates in Los Altos are not significantly different from those in surrounding areas. If interest rates rise, the pool of qualified buyers for the average Los Altos home will decrease.

To assist first-time home buyers, the City began participation in the Mortgage Credit Certificate program. This program is being utilized by some buyers of the affordable units in the Chester Circle development.

There is no discrimination in the acquisition of loans by Los Altos' residents. Mortgage Loan Disclosure Statements from various banks

reveal that loans for the purchase or improvement of housing have been evenly distributed among all areas of the City. The relative affluence of Los Altos' residents ensures that there is financing available.

The State's Community Reinvestment Act (CRA) requires banks to demonstrate that they are servicing their entire market area. Local Banks have agreed that certain city-initiated programs would meet the intent of the CRA. Therefore, there is an opportunity to aid the development of affordable housing through cooperation with local banks.

OPPORTUNITIES FOR ENERGY CONSERVATION

Energy conservation can benefit Los Altos on an economic level as well as preserve non-renewable resources for future consumption. For the community as a whole, investments in energy conservation services will reduce utility costs and enable increased efficiency. The individual energy consumer benefits from the increased cost-effectiveness of conservation measures. Energy conservation programs such as encouraging solar access opportunities in new development help keep money normally spent on utility bills in the local economy.

Energy conservation in Los Altos will be most impacted by energy conservation measures incorporated in new construction, pursuant to the requirements of California State Title 24, and by increased use of solar heating and cooling systems.

One aim of Title 24 is to increase the use of passive solar design features and insulation, thus cutting the use of energy for heating and

cooling newly constructed homes. Builders can choose among alternative conservation features such as thicker attic insulation, floor insulation, barriers to air infiltration, weatherstripping, double glazing, or solar heating systems, so long as they stay within the energy budget required by Title 24. These measures are enforced by the Los Altos Building Department.

Los Altos is located in a region of ideally warm climate, well-suited to the use of solar energy. Maintenance of solar access for active solar heating systems or for passive solar heating and cooling are effected by the Solar Rights Act and the Solar Shade Control Act. The Solar Rights Act mandates that local agencies review new subdivision designs to ensure access provisions, perhaps through a local solar access ordinance or site review procedures. The City will need to encourage proper siting of newly built homes to take maximum advantage of the existing "solar window". The Solar Shade Control Act gives partial protection to solar energy systems on existing homes by prohibiting shading of registered solar systems by growing vegetation which did not shade the unit at the time of installation. In general, however, the City's pride in its trees and the residents' desires for privacy are constraints to maximum solar access.

The City can support the conservation of energy by closely monitoring activities and construction affected by these statutes.

GOALS, POLICIES, & PROGRAMS

The programs of the Housing Element indicate the responsible body and the time frame for

implementation. Short-term is defined as the seven year planning period of this 1990 Housing Element; On-going means that the program will be implemented incrementally over the planning period. Quantified objectives included here give the maximum number of units that could result from the particular program.

Figure 5-16 on page 72.1 presents a timetable for implementing programs presented in this section.

Goal 1: Preserve the natural beauty and rural-suburban atmosphere and the high quality of residential neighborhoods in Los Altos.

Policies:

1. The City shall restrict expansion of commercial uses in residential neighborhoods.
2. The City shall zone to encourage appropriate buffers and transitional land uses between commercial, public/quasi-public, and single-family neighborhoods. Multi-family and senior housing are possible intermediate land uses. Where such a land use is not possible, setbacks, sound walls, protective vegetation, and on-site landscaping will be required.
3. The City shall insure that the design of new construction, including remodeling, considers the privacy of adjacent properties and the compatibility of size and scale to parcel size. New construction and remodelling permits for all residential

development will be reviewed for impact on the privacy of adjacent homes and the character of the neighborhood.

4. In the creation of land divisions, the City shall insure that the level of development permitted results in an orderly and compatible development pattern, within the subdivision and in relation to its surroundings; provides for quality site planning and design; and provides for quality structural design.

Programs:

1. **Buffers.** Set minimum standards for buffers between commercial uses, public/quasi-public uses, and other properties.
Responsible Body: Planning Department, Planning Commission.
Timing: Short-term.
2. **Residential design review.** Review and adjust, if appropriate, criteria, objectives, and procedures for design review of residential construction to be consistent in style, lot coverage, and proportion with houses in the immediate vicinity. This program will set criteria under which development must be reviewed by the Planning Commission, the Architectural and Site Control Committee, and City staff.
Responsible Body: Planning Commission.
Timing: On-going.

Goal 2: Attract families with children to Los Altos.

Residential Development

Amended: 3-14-95

Program:

3. **Preserve Los Altos neighborhoods.**
Preserve the desirable neighborhoods, good schools, spacious yards, safe streets, and community spirit of Los Altos.
Timing: On-going.

Goal 3: Strive to maintain the existing variety of housing opportunities for individual choice in location and housing type.

Goal 4: Maintain and enhance the existing pleasant, attractive, moderate density multi-family zoning districts, typically located between commercial and single-family residential areas. (Policies 5 through 20 and Programs 4 through 18 address both Goals 3 and 4.)

Policies:

5. The City shall promote and support homesharing matches.
6. The City shall encourage the preservation of the present rental stock represented by units in the City's existing multi-family districts.
7. The City shall encourage the development of new rental units in existing multi-family districts.
8. The City shall support case-by-case review of property owner initiated rezoning from Office to Medium-Density Multi-Family in the Fremont-Giffin Office District.
9. The City shall encourage development

which contains a mix of commercial and multi-family residential within commercial areas.

10. The City shall conserve the stock of small houses, especially in areas of small lot sizes.
11. City land use controls shall address the mix of both small and large single-family housing.
12. The City shall encourage the preservation and improvement of the existing housing stock to minimum housing standards, including existing non-conforming housing uses.
13. Ensure that the needs of children are provided through land use regulations including open space, pathways, bikeways, play yards, etc.
14. The City shall encourage the development of second dwelling units that conform to current City standards.
15. The City shall actively support shared housing programs.
16. The City shall evaluate the use of all potential funding sources for the development of affordable housing.
17. The City shall encourage development which contains a combination of land uses: (1) mixed-use, commercial, and residential developments in commercial areas; and (2) mixed-use, senior, and institutional in public/quasi-public areas.

18. The City shall encourage some housing to be built as affordable to low and moderate income households.
19. The City shall monitor the housing needs of the community and identify mechanisms to address housing needs.
20. The City shall require a percentage of new multi-family housing units to be built and available to households of low and very low income.

Programs:

4. **Homesharing service.** Continue to promote and support organizations that will promote, support, and provide homesharing services.
Responsible Body: City Council.
Timing: On-going.
QUANTIFIED OBJECTIVE: Matches between people needing housing and people owning housing will potentially result in 10 matches per year; 30% of these are expected to be for lower income households.
5. **Second dwelling units.** Amend the second dwelling unit regulations to provide increased opportunities for the development of affordable second units. Identify potential areas and promote awareness of regulations which allow the construction of new second units consistent with City regulations. Require a verification and quantification procedure regarding rent and occupancy as a condition of the use permit. Publicize annually information regarding second unit regulations through such means as the "Communique" newsletter, press

releases, City cable television channel, utility bill insert.

Responsible Body: Planning Department.

Timing: Early 1995 and every 2 years.

QUANTIFIED OBJECTIVE: It is estimated that an additional 50 units could be achieved within the City, with 20 of these built by 1997.

6. **Density bonuses.** Adopt an ordinance establishing procedures for a density bonus proposal as provided by State law. The ordinance will include:

- * the criteria to qualify for a bonus,
- * the size of the bonus,
- * detailed application information to allow the City to respond to the application with 90 days as the law requires,
- * procedure for approval of an application,
- * the procedure for a development agreement if necessary to secure the maintenance of units at affordable prices,
- * provisions for giving preference to Los Altos residents for units created through the density bonus program, and
- * a statement of preference for density bonuses created through the addition of lower income units.

Responsible Body: City Council

Timing: Early, 1995.

Quantified Objective: It is estimated that an additional 35-45 units could be achieved within the City.

Residential Development

Amended: 3-14-95

7. **Multi-family density bonuses.** Provide density bonus increases in the Cuesta-Lassen multi-family district up to 37 dwelling units per acre for projects which are senior-only. Evaluate increased densities for senior and affordable housing projects in all multi-family districts.

Timing: Immediate.

QUANTIFIED OBJECTIVE: The City could achieve up to 114 units of senior housing in Cuesta-Lassen.

8. **Mixed-use/commercial.** Pursue development of a mix of senior housing, and/or multi-family housing, and retail space in commercial areas, and a mix of senior housing and institutional in public/quasi-public areas.

Responsible Body: Planning Department.

Timing: Short-term.

QUANTIFIED OBJECTIVE: The City could achieve up to 30 additional units.

- 8A. **Affordable Housing/Mixed-Use Overlay Zone.** Amend the Zoning Ordinance to create a new overlay zoning district as a means of promoting the development of affordable housing and apply the overlay district along the El Camino Real corridor.

Responsible Body: Planning Department, City Council

Timing: Early, 1995.

Quantified Objective: It is estimated that an additional 30 housing units, as well as affordable housing, could result from the overlay district.

- 8B. **Hotel/Motel Conversions.** Evaluate

the City's existing motel property for potential conversion to long-term affordable rental housing. If such a conversion is feasible, amend the zoning ordinance to require that hotels and motels which do not maintain at least 90% of their rooms for transient occupancy purposes convert all non-transient rooms to long-term affordable rental units.

Responsible Body: Planning Department, City Council

Timing: Short-Term

Quantified Objective: In addition to the 19 existing very low income units at the Four Seasons Motel, up to 60 additional affordable rental units could be added as a result of the conversion of existing motel rooms to efficiency apartments.

- 8C. **North Entry Area Specific Plan.** Ensure that the potential for affordable housing, either as part of a mixed-use project or as an independent land use, is fully evaluated as part of the North Entry Area Specific Plan to be done under Economic Development Element Program 18. Until the Specific Plan is prepared, include the area under the Affordable Housing/Mixed-Use Overlay Zone.

Responsible Body: Planning Department, City Council.

Timing: 1997/98 for preparation of the Specific Plan.

9. **Voluntary code inspection.** Continue the voluntary code inspection program encompassing code compliance, rehabilitation, energy conservation,

- and minimum fire safety standards.
Responsible Body: Building Department.
Timing: On-going.
10. **Zoning revisions.** Revise the zoning ordinance to be consistent with the General Plan Land Use Map.
Responsible Body: Planning Department, City Council.
Timing: Immediate. Early, 1995.
QUANTIFIED OBJECTIVE: 180-314 additional dwelling units could be added to the housing stock as a result of rezoning, pursuant to Figure 5-14.
11. **Condominium conversion.** Expand the Condominium Conversion Ordinance to protect against the demolition of rental units. It shall require buildings in multi-family zoning districts initially built as rental units which have not been converted to condominiums to be reconstructed as rental units unless there is greater than a 5% vacancy rate.
Responsible Body: Planning Department.
Timing: Early, 1995 and on-going.
QUANTIFIED OBJECTIVE: The approximately 627 units of multi-family apartments should be conserved as rental units through enforcement of this ordinance.
12. **Diversity of housing.** For projects in mixed-use or multi-family zones, require a diversity in size of units.
Responsible Body: Planning Department, City Council.
Timing: On-going.
13. **Non-conforming residential units.** Inventory and require use permits for existing non-conforming residential
- units. Require an annual report regarding rent and occupancy.
Responsible body: Planning Department.
Timing: Short-term.
QUANTIFIED OBJECTIVE: It is estimated that 100 units can be conserved.
14. **Determination of "regional fair share".** When the Association of Bay Area Governments makes an "initial determination of local shares of the regional housing needs," the planning department shall assess that determination and report the information to the City Council within 30 days of receipt of the initial determination.
15. **Housing Needs.** Establish an advisory committee of individuals knowledgeable about housing issues for the purpose of identifying housing needs and solutions.
Responsible Body: Planning Department.
Timing: Initial set of recommendations by December 1991 and on-going.
QUANTIFIED OBJECTIVE: Establish programs which provide for the City's Fair Share of Low (14 units) and Very Low (17 units) housing needs.
- 15A. **Annual Status Report.** Provide an annual status report to the City Council and State HCD on the status of the General Plan Housing Programs and their implementation as required by state law.
Responsible Body: Planning Department.
Timing: Annually.
16. **Multi-Family District Development**

Residential Development

Amended: 3-14-95

Standards. Amend the Multi-Family District development standards to ensure that the maximum densities established for the district can be achieved and that the maximum number of units are required to be built.

Responsible Body: Planning Department, City Council.

Timing: Early, 1995.

QUANTIFIED OBJECTIVE: Up to 35 additional units in the Cuesta-Lassen Multi-Family District and 32 additional units in the Downtown Multi-Family District could be achieved by 2005. Up to 10 of these units could be built by 1997.

17. **Funding Sources.** Determine the availability of funding sources and evaluate their potential use to achieve affordable housing. Continue use of CDBG funds for projects such as the Low Income Housing Fund and the Mid-Peninsula Housing Coalition land purchase.

Responsible Body: City Council.

Timing: On-going.

18. **Affordable Housing.** Evaluate application of zoning techniques for implementation of Policy 20 and in mixed-use and other multi-family applications. Adopt an ordinance which sets forth mechanisms for affordable housing.

Responsible Body: Planning Commission, City Council.

Timing: Early 1995.

QUANTIFIED OBJECTIVE: To provide for a minimum of 19 moderate, 14 Low and 17 Very Low income units.

available to all regardless of age, sex, race, ethnic background, marital status, religion, or physical disability.

Policy:

21. The City supports non-discrimination in housing.

Programs:

19. **Housing discrimination.** Continue to provide a service to refer individuals to organizations or agencies who handle complaints about discrimination, landlord-tenant relations, etc. Complaints regarding discrimination will be referred to the Mid-peninsula Citizens for Fair Housing or other appropriate fair housing agency; complaints regarding landlord-tenant problems will be referred to the County of Santa Clara Office of Consumer Affairs or other appropriate local agency. Publicize this information.

Responsible Body: City Manager.

Timing: Short-term and on-going.

20. **Homelessness.** Establish a joint advisory committee from Los Altos and other adjacent cities to address homeless issues and potential solutions.

Responsible Body: City Council.

Timing: By June 1991.

21. **Emergency housing.** Cooperate with private and public programs to provide emergency housing services for homeless people. The City shall also review the zoning ordinance to make provisions for emergency shelter.

Responsible Body: City Council.

Goal 5: Strive to make housing in the City

Community Services Agency.

Timing: Short-term and on-going.

QUANTIFIED OBJECTIVE: Temporary housing for 15 individuals can be provided in a rotating shelter on church sites. Longer term solutions should be established to provide emergency housing through 1997.

Goal 6: Increase housing opportunities for Los Altos' senior population.

Policies:

22. The City shall promote services and education to help seniors maintain their independence and remain in their own homes as long as possible.
23. The City shall assure that senior housing conforms and harmonizes with the surrounding neighborhood and is located near transportation and services.
24. The City shall encourage a variety of senior housing opportunities, including building type, degree of care, and form of ownership.
25. The City shall allow senior housing on designated sites with densities between 10 and 37 dwelling units per acre, where height does not exceed 2 stories and adequate parking is provided. The City shall develop and adopt a new zoning designation with appropriate development standards for senior housing including provisions for FAR's, change in natural grade, landscape and buffering, privacy, scale, unit size, size, bulk, and compatibility with surrounding development. Traffic

studies shall be required. Three density ranges shall be established: Low Density of up to 10 units per acre, Low/Medium Density of 20 to 25 units per acre and Medium Density of 30-37 units per acre. The development standards shall be appropriate to sites on which the designation occurs.

26. Projects developed as seniors-only projects shall not be allowed to convert to other uses.
27. The City shall seek, maintain, and publicize a list of resources or service providers to help seniors maintain and/or rehabilitate their homes.
28. The City shall allow senior housing with extended care facilities in multi-family and mixed-use zoning districts.

Programs:

22. **Second unit inventory.** Inventory the second unit housing stock and review the effectiveness of the second unit program, including providing non-conforming houses for senior housing. *Responsible Body: Planning Department. Timing: Short-term and every 5 years.*
23. **Joint cooperation.** Work with neighboring cities toward a goal of expanding additional opportunities for housing for seniors. *Responsible Body: City Manager, Planning Department. Timing: On-going.*
24. **Senior housing study.** Periodically (every 5 years) define and quantify the

Residential Development

Amended: 3-14-95

need for and feasibility of senior dwelling units through an updated comprehensive study of senior needs and desires.

Responsible Body: City Manager in cooperation with the Senior Coordinating Council.

Timing: Every 5 years.

25. **Senior housing sites.** Promote the development of senior housing on designated sites.

Responsible Body: Planning Department, City Council.

Timing: Designated as part of the General Plan.

QUANTIFIED OBJECTIVE: Newly designated senior housing sites would potentially yield 81-97 units of senior housing. Within the planning period the City expects up to 70 units to be built.

26. **Senior housing ordinance.** Revise the current senior housing ordinance (Section 10-2.2421 of the Municipal Code) to implement the Residential 5 - Senior Housing Land Use Designation. Allow single-family residential as a permitted use, as designated, and require development review procedures to include the provisions of planned unit developments.

term. Responsible Body: Planning Department, City Council.

Timing: Short-term.

27. **Maintenance services.** Cooperate with, maintain, and publicize a listing of organizations that provide housekeeping, errand, maintenance, and other services to make it easier for seniors who live in their own homes.

Responsible Body: City Manager, Senior Coordinating Council.

Timing: On-going.

Responsible Body: Building Department.

Timing: Short-term and on-going.

28. **Rehabilitation programs.** Actively seek funds for rehabilitation assistance programs. Such programs include but are not limited to the City providing assistance, publication of available residential rehabilitation classes, and publication of available energy conservation programs.

Responsible Body: Planning Department, City Manager.

Timing: Short-term and on-going.

QUANTIFIED OBJECTIVE: Annually provide rehabilitation funding for 6 to 12 homes owned by Los Altos and in need of repair.

Goal 7: Maximize Los Altos' energy-efficiency.

Policies:

29. The City shall promote the conservation of non-renewable energy sources.
30. The City shall encourage energy conservation measures to reduce energy consumption in residential, governmental, and commercial buildings.
31. Promote the use of solar energy in an aesthetically pleasing manner.
32. The City shall investigate an ordinance to protect residents' solar access for use with passive or active solar heating

and cooling devices.

Programs:

29. **Energy information service.** Provide an information and referral service to promote installation and financial services provided by PG & E for conservation and solar measures.
Responsible Body: Building Department.
Timing: Short-term and on-going.
30. **PG & E design review.** Obtain PG & E assistance in reviewing commercial buildings during the design and approval process to incorporate energy-efficiency suggestions into the plans.
31. **Energy efficiency standards.** Enforce the State of California's energy efficiency standards for new construction, including remodeling.
Responsible Body: Building Department.
Timing: Short-term and on-going.
32. **Solar access ordinance.** Adopt a solar access ordinance including provisions for orientation of buildings to maximize passive solar use.
Responsible Body: Planning Department.
City Council.
Timing: Short-term.

NOTES TO HOUSING ELEMENT.

1 Association of Bay Area Governments, Housing Needs Determinations for the San Francisco Bay Region, December 1983, p. 19.

2 Interview, Gordon Snedigar, August 1990

3 Woolworth Construction Co., Los Altos, 1987.

6

6. ECONOMIC DEVELOPMENT

EXISTING CONDITIONS

Two perspectives of the Los Altos economy are presented in this chapter—that of the residents' economic base and that of the city's economic base. The residents' economic base depends on the economic health of the Santa Clara Valley because most of the city's residents earn their living outside of Los Altos, but within the valley. The city's economic base consists of jobs within Los Altos. These jobs greatly affect both the City's fiscal soundness and the convenience of retail shopping opportunities for city residents.

THE RESIDENTS' ECONOMIC BASE

Los Altos's economic well-being is dependent upon the economic vitality of the subregion. Most local household income is earned outside the city because about 85% of employed Los Altosans commute out of the city to work. Their economic well-being (as well as the incomes of those employed in Los Altos) depends on the vitality of the regional and, in particular, the subregional economy.

Santa Clara County added 121,330 new jobs from April 1980 to April 1985 according to the Association of Bay Area Governments (ABAG). ABAG estimates that between 1985 and 2005, Santa Clara County will add about 328,200 new jobs.¹ If so, Los Altos will continue to enjoy remunerative jobs and high personal incomes. Figure 6-1, below, shows projected increases in mean household income in constant 1980 dollars for Los Altos and nearby communities.

The ABAG model used to generate these projections does not take into account short-term cyclical economic changes which can adversely affect local incomes in the short run. Furthermore, it makes a number of assumptions about long run economic conditions which may or may not prove valid. These include:

- an increase of about 2.7% annually in the output of goods and services;
- a continuation of major growth in electronics and related industries, in research and development, and in office and information services; and
- continuing increases in output per worker.

FIGURE 6-1: PROJECTED INCREASES IN MEAN HOUSEHOLD INCOME
(In Constant 1980 Dollars)

City	Income		Increase	
	1985	2000	(\$)	%
Los Altos	\$51,900	\$63,300	11,400	22.0
Palo Alto	38,600	46,700	8,100	21.0
Los Gatos	41,800	50,700	8,900	21.3
Menlo Park	36,400	40,200	3,800	10.4
Cupertino	40,700	49,300	8,600	21.1
Saratoga	60,200	73,400	13,200	21.9
Los Altos Hills	80,400	97,500	17,100	21.3

Source: ABAG, *Projections - 85*, July 1985.

Several questions arise concerning the optimism of the ABAG growth projections. The continuing loss of manufacturing jobs to locations outside of the U.S. raises questions about the long-term strength of the national economy. Secondly, the structural² shift in employment from manufacturing jobs (which pay more) to service jobs (which pay relatively less) will put pressure on personal income per worker. A third possibility, which runs counter to ABAG's growth predictions for Santa Clara County, is that the growth of the electronics industry has peaked. This means that (1) the rate of job growth for manufacturing may be less than projected by ABAG, and (2) although aggregate personal income will continue to rise, personal income per worker will rise much more slowly, if at all. If events prove these doubts well-founded, then Silicon Valley's manufacturing growth might be significantly slower, and the Bay Area's growth might reflect that situation because Santa Clara County has been the focus of manufacturing growth for the entire Bay Area.

The employment base of the county and the state is shifting toward a greater percentage of service and trade jobs and a lesser percentage of manufacturing jobs. Although manufacturing employment continues to grow in California, service and trade employment are growing much more rapidly, so that the percentage of jobs in manufacturing is falling, while the percentage in services and trade is increasing. The significance of this change is that it tends to reduce personal income per worker because manufacturing jobs pay significantly more than service jobs. (A study of wage differences among different types of firms concludes that manufacturing employment pays, on the average, about forty percent more than does service sector employment, and about twice retail trade employment.³)

Responses to the downward pressure on personal income per worker include increased participation in the labor force as more family members work to support the family unit, greater individual worker effort required to generate income, slower increases in productivity, and resistance to growth in public sector revenues.

In Los Altos, the effects of a structural change in the subregional economy would differ from those described above. In Santa Clara County, high paying service sector jobs are closely linked to the manufacturing sector. If growth (in terms of sales volume and productivity) does not continue in the electronics industry due to declining market share or maturation of the industry, the demand and/or ability to pay for professional services would level off or also decline. The demand for related business service jobs such as engineers, management consultants, and computer programmers could decline, and pay scales may be driven down. Because the Los Altos labor force is concentrated in the higher paying end of the service spectrum (primarily in professional services and education), it is vulnerable to these potential long term structural changes.

It is important that the City formally monitor the changing economic indicators and conditions of the subregion in order to anticipate the impacts of the subregional economy on Los Altos and the City of Los Altos, thereby assuring that the City's fiscal policies are related to their economic context.

THE CITY'S ECONOMIC BASE

The mix of businesses has changed. The majority of the approximately 8,500 jobs in Los Altos are in the commercial sector which is composed of retail and office uses. Retail uses are typically small-scale and are dispersed among Downtown and half-a-dozen other commercial areas (shown in Figure 6-2, page 75). During the past decade, Los Altos experienced the growth of office uses and personal services. Office uses have expanded along San Antonio Road, the El Camino Real corridor, and in the Downtown triangle. Personal services, such as beauty salons which only incidentally involve retailing, have replaced some retail shops, resulting in a loss of sales tax revenues to the City and interruption of retail frontage. This change in the mix of commercial uses is not altogether desirable—it reduces sales tax revenue; it can eliminate retail businesses needed or desired by the community; and it can sap the vitality of a retail area by reducing the synergism

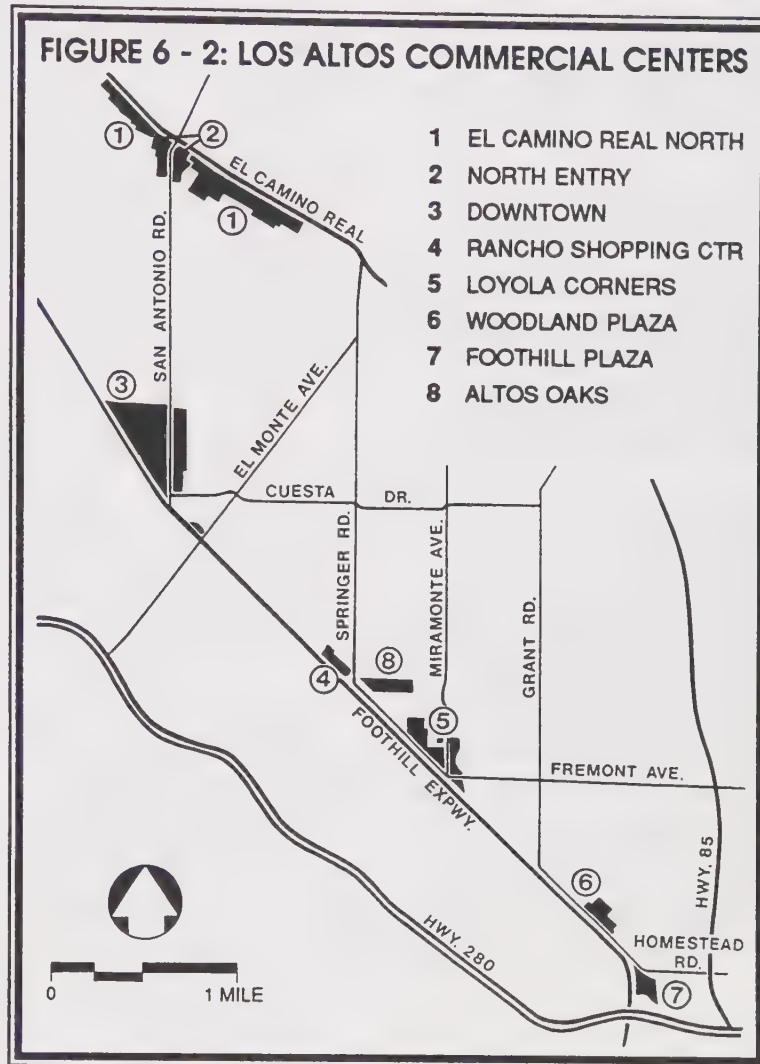
that comes from a pattern of retail location that is concentrated, with retail uses adjacent to one another and not interrupted by "dead space."

Some retail uses are only marginally profitable due to a variety of factors including owners' lack of profit-maximizing motivation, obsolete space or consumer appeal, and broader changes in consumption patterns. The Tax Reform Act of 1986 has removed incentives for affluent taxpayers to own unprofitable businesses. This may spur a change in the type or in the ownership of local businesses.

Another broad factor is the change in consumer patterns that affects the mix of businesses in commercial areas. Large scale "outlet," discount, or wholesale stores, such as the Price Club, have aggressive marketing styles which draw purchasing power from surrounding cities. This type of merchandising has rapidly grown across the nation and is referred to as "destination" retail because the consumer will make a special trip to shop at the particular store.

Shopping malls with their abundant parking and unitary management are voracious competitors of the Downtown areas of small and medium sized cities. The Valco Shopping Center in Cupertino, San Antonio Center in Mountain View, and the Stanford Shopping Center in Palo Alto draw purchasing power from Los Altos. The Stanford Shopping

Center is a "super-regional shopping center" with 6 major department stores. The shopping center has 156 stores which occupy over 1 million square feet and in 1985-86 sold in excess of \$280 million. Super-regional shopping centers require a minimum support population of 300,000 people, who will often travel more than 30 minutes to reach the center.



Looking toward the future, an important dimension of the commercial development picture is the mix of businesses in the city's commercial areas. Whereas shopping centers can select tenants, cities often allow, limit, eliminate, or redirect businesses that threaten to take over an area. Los Altos took this step in 1983 to prevent further displacement of retail uses by banks, savings and loans, and other offices in the Downtown area. Shopping centers seek to create a compelling tenant mix. Cities can do the same: pursue and attract businesses to fit a desired mix.

Commercial land use policy presents important fiscal issues. The City's fiscal situation is related to the mix of businesses. Since Proposition 13, property tax revenues have not grown at the same rate as the cost of providing city services, largely because of limitations placed on property tax increases unless property is sold. (It is the sale, or "turnover" of property that triggers its reassessment, and hence a property tax increase.) This, coupled with the fact that a large proportion (71%) of land in Los Altos is devoted to residential land use,

means that "the Proposition 13 effect" is magnified in Los Altos.

Retail uses contribute importantly to City revenues through sales tax. An office use would have to be developed at a much greater intensity than a retail use in order to generate, through property tax and business licenses, the same amount of revenue that retail stores generate for the City through sales taxes.⁴ Loss of retail uses would diminish the City's tax base.

The City enacted a utility users' tax in 1985 (rates were revised in 1986 and 1987) and increased business license taxes in 1986 for office, service, and retail businesses; however, retail uses continue to lead in generating revenue. Both the utility users and business license taxes are subject to voter approval by November, 1988, as required by the 1986 passage of Proposition 62.

While retailing has a fiscal edge over other kinds of commercial uses, there appears to be a market for non-retail uses. Some of the pressure for office development stems from the prestige value of a Los Altos address. For that reason, it may be possible to develop office space in Los Altos and achieve acceptable levels of occupancy, even when vacancy rates are high elsewhere. If office development is encouraged, revenue generating vehicles are needed to assure equitable taxation of commercial areas and that the change will be fiscally positive for the community.

Ability of different land uses to generate tax revenue is only part of the picture in defining a desirable mix of land uses. Needs of residents (such as convenience of shopping opportunities) and identity of the city, must also be evaluated in defining the desirable mix of land uses.

Los Altos has experienced little employment growth in recent years. Employment in Los Altos declined from 1980 to 1985. There were 8,505 jobs in 1980 and an estimated 8,200 jobs in 1985, a drop largely attributable to the decline in the automotive

and general merchandising subsectors. ABAG forecasts 8,800 jobs in Los Altos in 1995 and 8,600 jobs in 2005.⁵ The ABAG projections assume that the employment concentrations that existed in the San Francisco Bay Area in 1980 will intensify over time. Since Los Altos did not have a concentration of employment in 1980, minimal change (upward or downward) is projected. This means that the projected employment picture will mirror the past, prior to 1980 (the base year for the projections).

Because ABAG's projections are focused at the county level, sector forecasts for county subareas like the city of Los Altos are less reliable than county totals. Given that there is a land availability constraint in the portion of the region ABAG calls "Silicon Valley North," ABAG's assignment of jobs to subareas was based on information relating to land availability and permitted densities. The actual employment growth Los Altos will experience in retail, service, and "other" sectors will depend substantially on local land use decisions. ABAG's forecast of countywide job growth suggests that demand will be strong through the forecast period.

Growth will be concentrated in those localities which have room for it, or which make room to accommodate it. Thus, while ABAG projections reflect past trends, departures from those trends can, and do, occur. A local example is the addition of office space along El Camino since 1980. An examination of the supply of commercial land which could be intensified, given the development rules of the 1974-1986 General Plan, yields an employment picture which differs from the past.

A build-out analysis conducted for the General Plan update and discussed in Chapter 4, pages 41-44, showed a possible increase of approximately 1 million square feet of commercial space distributed throughout the city's commercial areas.⁶ If 100 percent build-out occurred, roughly 4,000 new employees would be added in Los Altos assuming 250 square feet of space per employee for both retail and office space. If 80 percent of build-out occurred, there would be roughly 3,200 new employees.

Build-out is an indicator of the supply of potential commercial space that could be called upon to satisfy demand if demand remains sufficiently strong. It is important that decision-makers be aware of the latent supply of commercial space in Los Altos and of resulting implications for employment projections.

Local retailing is stagnant in comparison with other nearby communities. Retail sales have been stagnant during the 1980s, rising only two percent in constant dollar terms between 1980 and 1985 compared with a growth of 33 percent between 1970 and 1980. Between 1980 and 1985, retail sales in nearby cities rose, indicating that Los Altos is losing market share to other cities. Figure 6-3, below, shows the decline in Los Altos's retail sales per resident since 1980.

Los Altos's retail sales did not decline uniformly. The deepest drops were in automotive (down 95 percent from 1980) and general merchandise (down 43 percent from 1980). The declines in apparel, at 18 percent, and in the household and home furnishings, at 17 percent, were more modest.

Los Altos's best performing retail businesses are food-related and specialty retailing. In two categories, Los Altos just about kept pace with sales in neighboring communities: taxable food and liquor

store sales, and building materials. The strongest showings by local retailing were in specialty stores and in eating and drinking places. Per capita taxable sales in eating and drinking establishments increased 32 percent from 1980 to 1985; however, nearby communities (Palo Alto, Cupertino, Los Gatos, Menlo Park, and Saratoga) increased their per capita sales in this subsector by 40 to 95 percent. Thus, even in a growing sector, Los Altos's sales increase is markedly less than its neighbors'.

Only in the specialty stores category was there both a sizable increase in per capita constant dollar sales and a situation in which Los Altos sales outpaced nearby communities. Los Gatos was the only one of the comparison communities in which per capita sales in specialty stores grew faster than in Los Altos between 1980 and 1985.

Specialty stores tend to have a higher turnover than other types of retail. Therefore, a city program managing the continued recruitment of businesses in order to achieve and maintain a desirable mix of retail would be of particular value to Los Altos. Since specialty stores are also characterized by a greater proportion of owners who are running their first retail store, a program designed to assist new store owners solve problems associated with the first years of operation may be useful.

FIGURE 6 - 3: TAXABLE RETAIL SALES PER CAPITA - ALL RETAIL STORES

City	Per Capita Sales in Constant 1985 Dollars		Percent Change
	1980	1985	
Palo Alto	\$10,772	\$11,591	+ 8%
Cupertino	10,084	11,068	+10%
Los Gatos	7,845	10,408	+33%
Menlo Park	6,418	7,348	+15%
Saratoga	1,557	1,702	+ 9%
Los Altos	4,507	4,385	- 3%

Source: State Board of Equalization, *Taxable Sales in California, Annual Reports*; State of California, Department of Finance annual population estimates. Calculations by Mundie & Associates.

Downtown has special assets and needs. Downtown, the historic center of the community, continues to be vibrant and attractive, but problems have been recognized where public policy decisions and public action may be needed. Specifically, the desired mix of businesses needs to be ascertained, and measures need to be designed to help the area move toward the desired business mix. Higher-end retail, personal service businesses, and businesses which can operate during evening hours would be sound additions to the mix. Quality discount-type stores, including outlets, are desirable as long as the overall image of the area would not be adversely affected. There is strong support for the continued presence of food markets.

Retaining a critical mass of retail shops in a concentrated physical pattern becomes more difficult as non-retail commercial uses penetrate the traditional retail areas. Protection of remaining retail uses may require a deliberate strategy and specific City actions.

Downtown raises other issues in addition to business mix: traffic, parking availability, village character, and building scale have all been listed as concerns in considering how well Downtown will continue to operate and to preserve its customer base over the long run. Traffic and parking issues are discussed in Chapter 8. Village character and building scale are discussed in Chapter 3, Community Design and Historic Resources.

The El Camino Real corridor presents an economic opportunity. El Camino Real (State Route 82), separates Los Altos from both Mountain View and Palo Alto. Because it is not closely related to the rest of the city in location or character, this six-lane arterial presents an opportunity for more intensive land use without jeopardizing the village character of the city. Fewer potential impacts due to the character of existing development, intensity of development, and direct access to adjacent communities would occur on El Camino than in Downtown, for example.

Mountain View is permitting intensive commercial development along El Camino frontage which borders Los Altos. This development pattern may lead to an unbalanced appearance and consumption of remaining peak period roadway capacity. Los Altos and Mountain View should plan and coordinate landscaping, signs, and lighting to improve the appearance of the corridor. They should coordinate with Caltrans to secure an adequate level of service on the roadway.

The retail/office balance, the scale of buildings, the character of business, and the public role (if any) are issues which have been raised regarding development along El Camino. This area has numerous parcels with CT (Commercial Thoroughfare) zoning, and is the area of Los Altos in which office structures are a permitted use. However, the soundness of a pro-office development policy (particularly in light of the fiscal issues outlined above) has been questioned.

As a commercial corridor, El Camino has an identifiable address and reasonable access, which are features conducive to destination-oriented retail uses—larger discount or special merchandise outlets which would draw customers from surrounding communities as well as locally. The location and access features also fit the requirements for lodging, entertainment, and office development. Retail, lodging, and entertainment uses respond better to the consumption needs of residents and the fiscal needs of the City than do office use, and aggressive pursuit of such business for the El Camino corridor might well precede any further commitment of CT lands to office use.

Traffic will continue to be a problem on El Camino, so uses with off-peak traffic may be more desirable than those that generate peak period flows. Hotels and motels are examples of non-peak period commercial use.

Nearby residences are susceptible to adverse impacts from development and redevelopment along El Camino. Such impacts should be identified and

considered in the planning of future development. Where residences adjoin commercial areas, the proposed commercial development should be evaluated with respect to its surroundings. The privacy, solar access, and noise environment of the adjacent residential areas should be preserved or improved.

The "North Entry" should be revitalized. The North Entry, located at the corner of El Camino Real and San Antonio Road, has the potential to serve as a commercial gateway to Los Altos as well as a more intensely used commercial area. The San Antonio Road frontage of Sherwood Triangle should harmonize with the Village Court development across San Antonio so that both developments work together to create a distinctively pleasing entrance to the city. Office, entertainment, or lodging may be appropriate uses along Sherwood Lane or within Sherwood Triangle. Any development in this area will need carefully planned circulation and other measures to insure compatibility with residential use in the Chester Circle area and commercial uses along El Camino Real. For these reasons, a Specific Plan is recommended for the combined Village Court/West San Antonio Road commercial frontage, Sherwood Triangle, Chester Circle, and the portion of El Camino Real from San Antonio Road south-east to Los Altos Square.

Four commercial areas are neighborhood-serving. Issues tend to be localized in the Rancho Shopping Center, Loyola Corners, Woodland Plaza, and Foothill Shopping Center. In the Rancho Shopping Center, retention of village character and access and egress to Springer Road are the issues to be addressed. Loyola Corners has several interwoven problems: circulation, critical mass of retail uses necessary for a viable shopping area, potential non-neighborhood-serving commercial development, and incompatibility of commercial and residential uses. A Specific Plan is recommended for this area in order to address these problems in a coordinated and comprehensive manner.

FUTURE CONDITIONS

The appearance of Los Altos, its location within a particularly affluent area of the region, and its historical role as a local retail center suggest that the community's future economy may focus on retailing. However, statistics for the early 1980s hint strongly at a decline in the effectiveness of local retailing from several perspectives: the range of retail operations has diminished, the average sales per square foot of retail space has declined, per capita retail sales have failed to keep pace with neighboring communities, and former retail space has been occupied by services and other non-retail businesses.

In the absence of public and private actions to restore the primacy and strength of local retailing, the prospect of an absolute decline in sales is very real. If this happens, Los Altos would be adversely affected in many ways. The most immediate effect would be the continued shrinkage of close-to-home shopping opportunities. The loss in local retailing would reduce local municipal revenues and impose limits on municipal programs and capital improvements. Continuing decline would become self-reinforcing – a vicious circle in which existing businesses close, and new businesses cannot easily be attracted due to the reduced scale of local retailing. Vacant stores and deteriorating buildings will compound the problem.

A focus on retailing, therefore, is a critical element of the Los Altos General Plan. It is important from a land use perspective. It is important to the City's fiscal vitality. It is important to maintaining the village character that so many residents value. The goals, policies, and programs set forth in this chapter reflect the philosophy of retaining retail primacy in the local economy, and look toward ways of restoring and reinforcing that primacy for the benefit of the entire community.

The goals, policies, and programs set forth below do not propose expanding the boundaries of local commercial areas except in a few narrow and

specific circumstances, nor do they support expansion of office uses. Non-retail commercial development is recognized as less fiscally advantageous to Los Altos than retailing. Major office development can also have other characteristics that make it unpopular with local residents: it tends to generate substantial peak period traffic; its bulk (and potentially height) creates unpleasant contrasts with the traditional scale of Los Altos residential development; and the office workers may not patronize city businesses as anticipated. For these reasons, the General Plan does not actively support expansion of offices in Los Altos.

Instead, the General Plan supports retailing. The intent of the retail-related goals and policies is the restoration and enhancement of retail vitality **within the existing perimeter of the city's shopping areas**. The Plan would strengthen the retail sector by concentrating retail activities, discouraging non-retail land uses, and providing both physical amenities and program support for retailing in established retail areas, without physically expanding those areas.

GOALS, POLICIES, AND PROGRAMS

FISCAL

Goal 1: Formulate a commercial strategy that is fiscally sound for the City.

Policies:

1. The City shall actively seek a desirable mix of businesses that will produce tax revenue on a continuing basis.
2. The City shall balance community tax revenue needs with the benefits of retaining a business mix that serves community shopping and service needs.
3. The City shall identify and encourage profitable, but low-margin businesses that are important to the balanced mix of businesses in each commercial area and that provide retail

"incubator" space. ("Incubator" refers to retail space that is affordable to new, low-margin businesses.)

Programs:

1. **Revenue generation of businesses.** Periodically study typical tax revenues generated by Los Altos business types to determine the kinds of businesses that are advantageous to Los Altos.
2. **Tax impacts on businesses.** Monitor the impact of City controlled taxes to establish the level of such taxes that will attract desired businesses to and maintain them in Los Altos.
3. **Desirable level of build-out.** Continue to evaluate and decide the desirable maximum potential build-out in each of the city's commercial areas: Downtown, El Camino Real Corridor, North Entry, Loyola Corners, Altos Oaks, Rancho Shopping Center, Woodland Plaza, and Foothill Plaza. Among impacts to be evaluated are traffic, fiscal, aesthetic, design, landscaping, parking, and a healthy business climate.
4. **Report economic conditions.** Monitor the economic indicators and conditions of the subregion to assure that the City's fiscal policies are keyed to their economic setting.

Goal 2: Recognize the nature of the regional economy and its implications for Los Altos residents and workers.

Policy:

4. The City shall work with regional organizations to bolster the subregional economy, because the financial success of the Los Altos workforce and economy is linked to that of the subregion.

COMMERCIAL VITALITY

Goal 3: Promote the economic and com-

mercial success of Los Altos's commercial districts.

Policies:

5. The City shall promote an optimum mix of commercial uses in existing commercial locations to meet the shopping needs of residents and fiscal needs of the City.
6. The City shall work with property owners and business associations to improve the functioning of commercial areas, including their viability, appearance, and transportation service.
7. The City shall promote City/private cooperation to attract a balanced mix of businesses.
8. The City shall emphasize a healthy proportion of retail uses as opposed to service and office uses in retail zones.
9. The City shall work with property owners and business associations to ensure an adequate supply of attractive parking with convenient access to accommodate patron and employee needs in all commercial areas in Los Altos.

Programs:

5. **Commercial vitality.** Identify and target businesses that will enhance commercial vitality.
6. **Permitted uses and vitality.** Review the permitted and conditionally permitted uses in the various zoning districts with respect to commercial vitality.
7. **Mix of uses.** Monitor land use in each commercial area with the intention of assuring that departing businesses are replaced by new uses consistent with City goals.
8. **Retail-only commercial zones.** Establish retail-only commercial zones in selected, existing commercial areas of the city.

9. **Match of parking regulations and uses.** Review and match parking regulations to uses.

EL CAMINO REAL

Goal 4: Increase the economic potential of the El Camino Real commercial area.

Policies:

10. The City shall look for opportunities to intensify uses while avoiding adverse impacts on neighborhoods.
11. The city shall discourage the division of land and encourage the aggregation of parcels in the El Camino Real commercial area.
12. The City shall designate El Camino Real as the principal area for intensification of commercial development.
13. The City shall promote retail land use.

Programs:

10. **Intensification on El Camino Real.** The City shall amend the CT District regulations to provide for developments in excess of 2 stories, but not to exceed 60 feet in height, provided they are reviewed on a case-by-case basis and the following criteria are met: (a) the impact of commercial land use on adjacent residential land use shall be a key determinant of the acceptability of intensified commercial land use; (b) the development provides a positive fiscal impact on the City; and (c) the development does not adversely impact the character and function of Los Altos as a primarily low profile city.
11. **Retail, restaurant, and personal services on the first floor.** Amend the zoning regulations to encourage buildings with El Camino frontage to use the ground floor for retail, restaurant, or personal service uses.

12. **Mitigation for residential land uses.** Adopt development standards for the CT zoning district which would require the commercial property owner to:

- install walls up to 12 feet in height (measured from grade at the residential property line) prior to construction for the purpose of attenuating noise, odor, air pollution, artificial light, and providing privacy and safety for residential neighbors;
- establish setbacks sufficient to protect residential properties;
- establish design standards for limiting bulk and protecting privacy and daylight including a daylight plane;
- include requirements in the design standards to restrict the building height of structures closest to single family residential land uses to 30 feet;
- establish minimum landscape requirements including landscape buffers adjacent to residential property;
- provide for maintenance, monitoring, and enforcement standards;
- obtain a use permit; and
- within 3 years of adoption, conform to the standard for walls and landscape buffers for the district.

13. **Retention of retail uses.** Retain buildings and zoning in retail use.

14. **Destination retail.** Seek destination retail developments, particularly large retail establishments that generate high tax revenue.

15. **Hotel.** Attract a suitable, quality hotel to a suitable site, considering impacts to residential neighborhoods.

16. **Parcel size.** Promote the consolidation of parcels in order to achieve quality site planning, greater design flexibility, and compatibility with adjacent land uses. Allow division

of land only when the parcels are usable and developable and provide for orderly and compatible development.

17. **Identify sites.** Within three years of General Plan adoption, identify sites where intensification identified in Program 10 could occur.

18. **Tax-revenue-producing businesses.** Identify specific, desired, tax-revenue-producing businesses for the El Camino Real corridor and encourage them to locate there.

NORTH ENTRY

Goal 5: Increase the economic potential of and visually upgrade the North Entry.

Policies:

13. The City shall recognize that the accessibility and visibility of the North Entry commercial area are important to the overall business environment of Los Altos, and that this area functions as a visual and commercial entrance to Los Altos.
14. The City shall encourage unification of the commercial development at the Sherwood Triangle to be in architectural harmony with the Village Court across San Antonio Road.
15. The City shall promote uses which are destination-oriented in nature but less intense than uses permitted along El Camino Real.
16. The City shall encourage high-revenue-generating businesses for the area.
17. The City shall encourage the participation of the City, business owners, and property owners to implement revitalization.

Programs:

19. **Specific Plan.** In conjunction with business and property owners, develop a Specific Plan for the North Entry area as shown on page 35

in Figure 4-4 and which provides for:

- a safe and convenient circulation system (including pedestrian circulation);
 - improved vehicular access to and from San Antonio Road;
 - reduced number of driveways and parking conflicts on San Antonio Road;
 - an evaluation of and decision whether to orient a single driveway in line with Loucks Avenue and signalize the intersection;
 - visual enhancement of the area;
 - an architectural style and site amenities of this entrance to the city which reflect the character of Los Altos;
 - an attractive orientation of buildings to a central landscaped parking plaza with pedestrian amenities;
 - mitigation of adverse impacts on the adjacent neighborhood; and
 - multi-family/commercial mixed-uses.
20. **Village Court and vicinity.** Adopt development standards to limit building height to 30 feet above the level of the street, to limit the bulk of potential expansion of these buildings, and to reinforce the city's village character. The subject area is within the North Entry and is located on the west side of San Antonio Road between El Camino Real and Pasa Robles Avenue.
21. **Parking assessment district.** Encourage the creation of a parking assessment district in the area bounded by El Camino Real, San Antonio Road, and Sherwood Avenue.

DOWNTOWN

Goal 6: Increase the attractiveness of Downtown to shoppers and pedestrians.

Policies and programs related to appearances and design are located in Chapter 3, Community Design and Historic Resources, pages 17–23.

Policies:

18. The City shall improve and seek to eliminate current perceived and real difficulties in finding parking places.
19. The City shall retain and enhance the small "village" atmosphere in the Downtown Triangle, and along both sides of San Antonio Road.
20. The City shall seek businesses in the Downtown area with the potential to attract shoppers, directly enhance sales tax revenue and property tax revenues to the City, and be consistent with the small "village" atmosphere.
21. The City shall require ground floor retail in the CRS District.
22. The City shall determine appropriate reductions to the maximum potential buildout, for zoning districts and areas within Downtown as illustrated on Figure 4-3, page 33.
23. The City shall promote the retention of a post office Downtown.

Programs:

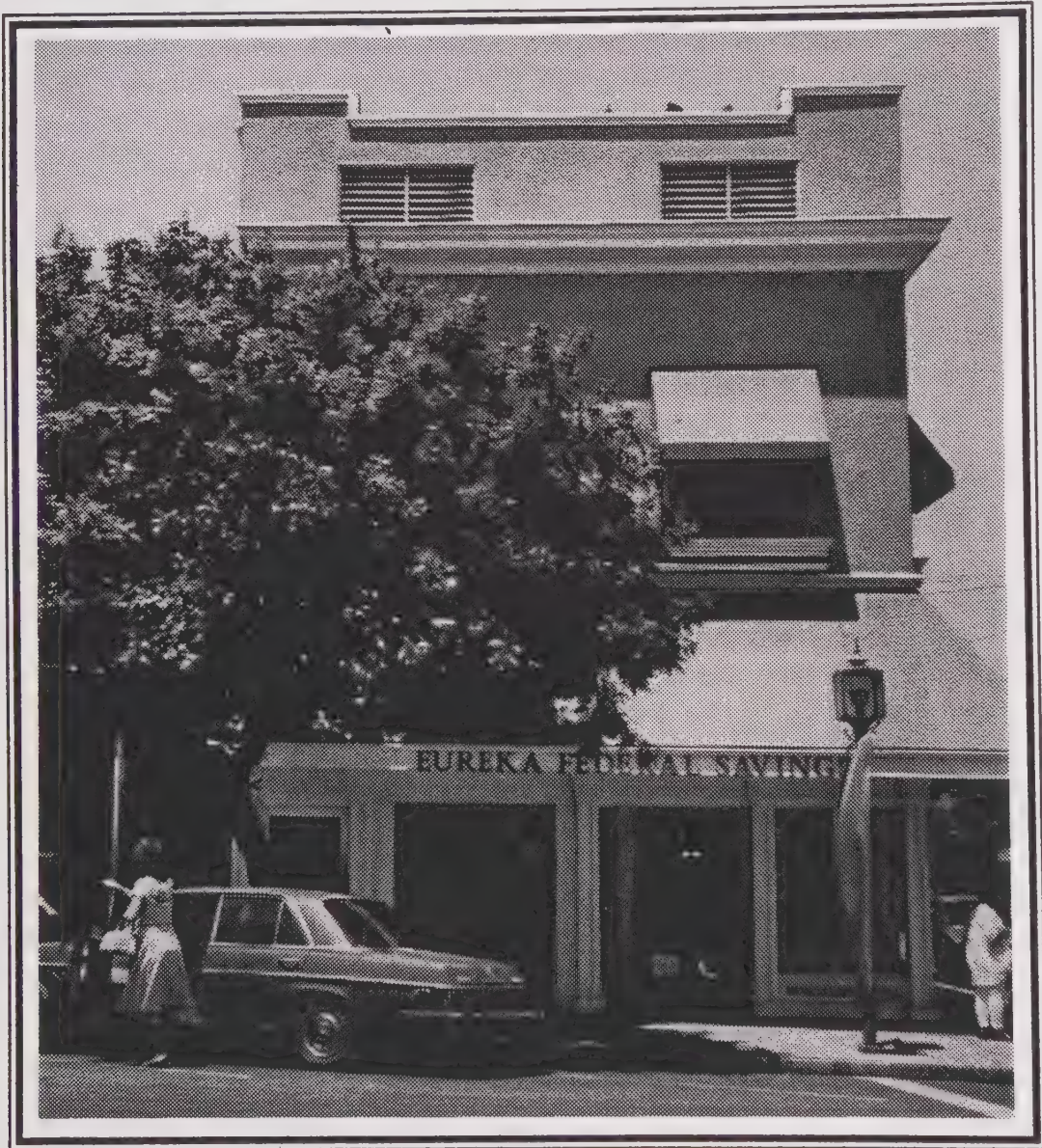
22. **Parking needs and financing.** Study and periodically update information on parking needs and methods of financing. Implement the recommendations of parking studies and redesign the financing structure for the parking plazas.
23. **Remodelling incentives.** Evaluate and where appropriate establish incentives to encourage remodelling and rehabilitation.
24. **Design standards.** Develop standards for design of new and remodeled Downtown buildings. Include consideration of buildout, pedestrian amenities, landscaping, design, parking, use, etc.

25. **Standards to retain small stores.** Evaluate and where appropriate provide incentives to encourage the retention of small stores (less than 5,000 square feet).

26. **Retail potential.** Conduct an analysis of the retail potential Downtown that includes:

27. **Nighttime use.** Identify and promote a reasonable balance of uses to enhance the nighttime attractiveness of the Downtown, with an effort to concentrate uses open at night in one area for spatial focus.

28. **Grocery stores.** Amend the zoning ordi-



- identifying the means to attract new business;
- identifying a market niche for Downtown that serves Los Altos and the subregion; and
- identifying the desired market image and business mix of Downtown and the measures to achieve it.

nance to encourage retention of grocery stores Downtown, recognizing that they act as anchors for Downtown commercial activity.

29. **Increase retail.** Enact ordinance changes to permitted uses to encourage a higher percentage of retail as opposed to service and office uses in Downtown.

30. **Shopping publicity.** Work with the Los Altos Village Association and Chamber of Commerce to publicize shopping opportunities Downtown.
31. **Post office parking.** Encourage the post office located on First Street to improve ingress and egress, parking, and landscaping to better serve postal customers and to improve the appearance of the facility.
32. **Downtown build-out.** Amend the zoning ordinance as appropriate to implement Policy 22 for Downtown areas as shown on Figure 4-3, page 33.
33. **Fremont-Giffin office district.** Study the build-out potential and develop mechanisms where appropriate to address impacts in the office district along Fremont Avenue and Giffin Road. The FAR, if adopted, should be based on traffic service levels, parking, and the impact of bulk/size on adjacent land uses, recognizing that the area is somewhat removed from the rest of Downtown. Mixed-use should be permitted to allow the alternative of residential development.

LOYOLA CORNERS

Goal 7: Encourage and facilitate the long term viability of commercial activity at Loyola Corners.

Policies:

24. The City shall retain the neighborhood/convenience commercial character of the area, supplemented on a limited basis with specialty retail and general professional office uses.
25. The City shall retain and promote low intensity retail uses consistent with neighborhood commercial needs.

Programs:

34. **Retention of retail.** Amend the zoning ordinance to require provision of ground floor retail in office development and to prohibit the conversion of retail to office.
35. **Specific Plan.** In conjunction with property owners and businesses, develop a Specific Plan for Loyola Corners to address boundaries, traffic and circulation, parking, rear entrances, remodelling, build-out, mixed uses, senior housing, and land use compatibility issues.

Goal 8: Maintain and enhance the pleasant, attractive, neighborhood character of the Loyola Corners area.

Policies:

26. The City shall improve compatibility of commercial and adjacent residential land uses.

Programs:

36. **Commercial/residential buffers.** Establish criteria for buffering commercial development to reduce impacts on neighboring residential properties.

Goal 9: Establish a circulation system in the Loyola Corners area to provide for convenient and safe travelways for motorized and non-motorized travel.

Policies:

27. The City shall safeguard pedestrians and bicyclists from neighborhood traffic.
28. The City shall improve circulation in the Loyola Corners/Foothill Expressway area.

Programs:

37. **Parking assessment district.** Encourage the creation of a parking assessment district in the area bounded by Fremont, Miramonte, and Dolores Avenues.

38. **Schedule improvements.** Investigate and schedule short- and long-term improvements.
39. **Underpass/overpass improvements.** Work with Santa Clara County to improve the Foothill underpass/overpass for both auto and pedestrian circulation.

OTHER COMMERCIAL CENTERS—RANCHO, WOODLAND, AND FOOTHILL PLAZA

Goal 10: Maintain healthy neighborhood businesses in CN zones along Foothill Expressway.

Policies:

29. The City shall retain emphasis on retail, including service, as opposed to office uses.
30. The City shall require beautification of commercial areas.
31. The City shall determine the appropriate build-out for Altos Oaks, Rancho Shopping Center, Woodland Office Plaza, and Foothill Plaza as illustrated in Figure 4-8, page 43.
32. The city shall evaluate the accessibility, visibility, and potential for intensification of Foothill Plaza for destination-oriented uses. An increase in height would not be included.

Programs:

40. **Key neighborhood businesses.** Identify and retain key neighborhood retail and service businesses.
41. **More greenery.** Adopt a program to create additional greenery in public areas, including parking lots and streets.
42. **Incentives for upgrading.** Evaluate and, where appropriate, provide incentives to encourage upgrading building exteriors and rear entries, elevations, signs, and passageways.

43. **Traffic at Rancho.** Identify traffic problems and develop mitigations at the Rancho Shopping Center.
44. **Retention of retail.** Amend the zoning ordinance to require provision for ground floor retail development and to prohibit the conversion of retail to office.
45. **Neighborhood commercial build-out.** Study the build-out potential and develop mechanisms, where appropriate, to address impacts in the CN zones along Foothill Expressway: Loyola Corners, Rancho Shopping Center, Woodland Plaza, and Foothill Plaza.
46. **Altos Oaks buildout.** Study the buildout potential and develop mechanisms, where appropriate, to address impacts in the OA-1 zone along Altos Oaks Drive. Ensure the retention of design and scale compatible with the surrounding residential neighborhood.
47. **Commercial/residential buffers.** Establish criteria for buffering commercial development to reduce impacts on neighboring residential properties.

NOTES TO CHAPTER 6.

¹ ABAG, "Review of Preliminary Projections 87 Population, Household and Employment Forecasts," February 27, 1987.

² "Structural" refers to changes in the mix of industry groups, types of jobs, and employment skills, and implies broad changes in demand and competitive response.

³ "The California Economy: Changing Structure and Policy Responses," by Michael Teitz (In: John J. Kirlin and Donald R. Winkler, [eds.] *California Policy Choices, Volume 1*. Sacramento: University of Southern California, 1984, pp. 37–60).

⁴ Quad Consultants, "Economic Study of Uses in CT Zoning District, City of Los Altos," June 1985.

⁵ ABAG defines Los Altos to include the City's Sphere of Influence adopted by LAFCO in 1984 and shown on Figure 4-1, page 25.

⁶ Knox & Associates, "Land Use and Build-out Analysis Prepared for the City of Los Altos General Plan Update," February, 11, 1987.

7

7. OPEN SPACE, CONSERVATION & COMMUNITY FACILITIES

The subjects covered in this chapter are open space, conservation, parks and recreation, education, and social services. The social services section includes dependent care, teen, and senior facilities and activities, and police and fire services. The chapter is organized by topic. For each topic, there is a discussion of the existing conditions, followed by a summary of main issues. The corresponding goals, policies and programs appear at the end of the chapter.

The topics, while diverse, are interrelated. The preservation of open space, and the maintenance and improvement of community services and facilities depend on cooperation among departments within the City of Los Altos, between city government and the private sector, among local cities, and between city government and local school districts. For example, schools provide sites for large recreation fields, community facilities, and day care centers.

COOPERATION WITH OTHER DISTRICTS AND GOVERNMENTS

Achieving the goals presented in this chapter depends, in large part, on cooperation among jurisdictions. The 1980s saw the emergence of specialized services advanced by the private and public sectors to meet specific local community needs with only informal attempts to coordinate these services. In this, the fourth largest metropolitan region in the United States, there is potential to gain efficiencies in the delivery of urban services through economies of scale.

Some jurisdictions, including Los Altos, contract with neighboring cities for sanitary sewer collection and treatment, solid waste disposal, and fire services. Los Altos, in addition, leases school district land for park use.

The City of Los Altos should seek efficiencies to curtail the rise in the cost of city services and to attain city goals through cooperation with other governments and districts, the private sector, and subregional service providers. The City may be able to reduce costs through insurance pools, for example. The use of facilities located in nearby jurisdictions (*e.g.*, playing fields, parks, and auditoria) should be evaluated in relation to the cost of acquiring and maintaining such facilities in Los Altos. The private sector (*e.g.*, private schools and hospitals) also owns facilities that could be utilized by the City. Privately provided outpatient and home care for the elderly are areas the City should embrace in meeting its goals. Finally, subregional service providers that specialize in programs desired by the City (*e.g.*, services for senior nutrition and transportation) should be evaluated for their ability to deliver services in a cost-effective manner that meets City goals.

CONSERVATION

The principles of conservation recognize that the natural resources of an area are finite and need to be carefully managed in order to be preserved. Natural resources are important in maintaining the economic vitality of and quality of life in a region. In Los Altos, the main focus of conservation is on preserving the habitats and corridors around streams. In addition, large open areas like the El Retiro property should be considered for conservation. (There are no sources for stone aggregate. The subjects of air quality and water quality are discussed in Chapter 9, Natural Environment and Hazards, and Chapter 10, Infrastructure and Solid Waste.)

OPEN SPACE

State Government Code Section 65560 defines open space land as "any parcel or area of land or water which is essentially unimproved and devoted to an

open space use for the purposes of (1) preservation of natural resources; (2) managed production of resources; (3) outdoor recreation; and (4) public health and safety.”

COMMUNITY TRENDS IDENTIFIED BY “THE 2005 COMMITTEE”

In 1986, a study was completed by “The 2005 Committee,” a group of citizens appointed by the City Council to identify current trends for the future of Los Altos. Among the issues discussed in The 2005 Report was community opinion on park land opportunities and open space needs in Los Altos. The importance of maintaining present open space as well as acquiring additional open space in the face of pressure for residential and commercial build-out is stressed in the report.

Another trend cited in the report is the increasing interest by Los Altos residents in physical conditioning and the consequent demand for additional park facilities and more extensive walking and bicycling trails. It is likely that these trends will continue over the next eighteen years, the time period of this Plan.

EXISTING PARK LAND IN LOS ALTOS

There is little dedicated park land in Los Altos. Of the ten city parks, seven are city-owned, two are properties leased from school districts, and one is leased from the County of Santa Clara. Leases on the school sites extend 10 to 25 years from now, so while the need to take action is not imminent, alternative park sites should be explored. It is possible that the school districts would sell the sites if enrollment

figures do not warrant a demand for as many schools in the future.

Currently school sites also provide Los Altans with large fields for after-school group sports. During the summertime, the Los Altos Parks and Recreation Department offers youth programs at school sites. Various youth and adult sports leagues use playgrounds and indoor sports facilities after school during the school year. It is important that the cooperative relationship between local

school districts, the City, and residents be maintained and fostered.

Most of the ten parks in Los Altos are neighborhood parks which lack large areas for group activities and

FIGURE 7-1: PARK LAND IN LOS ALTOS, 1987

Dedicated Park Land

Facility	Acres
Grant Park	3.95
Heritage Oaks Park	5.3
Hillview Community Center/Park	8.1
Marymeade Park	2.5
McKenzie Park	4.3
Redwood Grove	5.9
Shoup Park	3.7
TOTAL	33.75

Leased Land in Park Use

Facility	Acres
Covington Park	2.5
Lincoln Park	4.4
Montclair Park	1.1
TOTAL	8.0

Source: Los Altos Parks and Recreation Department, 1987.

games. There are exceptions—Hillview Community Center/Park accommodates larger recreation groups; Redwood Grove provides nearly six acres for a nature preserve and passive recreation. Covington Mini-Park and the accompanying school grounds provide playing fields and a swimming pool. The other parks vary in size and facilities offered. Figure 7-1 shows the acreages for dedicated and leased park land within the city.

The number of acres of dedicated park land per 1,000 residents is minimal in Los Altos, with a ratio of approximately 1.22 acres per 1,000 residents.¹ If the acreage which is currently leased from the County and from school districts is included in the total, the ratio is 1.51 acres of park land per 1,000 residents. In the 1974 Los Altos General Plan, a ratio of 5 acres of park land per 1,000 residents was proposed as a City standard for any new subdivision, or a comparable fee was to be paid by developers *in lieu* of dedication.

DISTRIBUTION OF CITY PARKS

There are more parks north of than south of Springer Road. Hillview, Lincoln, Covington, Shoup, and Redwood Grove cover 24.6 acres in the north and serve approximately 58 percent of Los Altos's population. Heritage Oaks, McKenzie, Marymeade, and Montclair cover 17.15 acres and serve the 42 percent of the residents who live in the southern end of the city.²

In 1987, the City purchased 3.95 acres of the Grant School Site for park use. With this purchase, park acreage, when compared to population, is more evenly distributed throughout the city.

NEARBY EXISTING OPEN AREAS

Rancho San Antonio. Located west of Highway 280 in the foothills southeast of Los Altos, Rancho San Antonio is an open space preserve owned by the Mid-peninsula Regional Open Space District. The preserve has 967 acres of meadows, creekside settings, and wildlife, and 10 miles of hiking trails.

Rancho San Antonio Park is a 130-acre County Park strategically located adjacent to Rancho San Antonio Preserve. The Rancho San Antonio Open Space Preserve and Rancho San Antonio Park, just a few miles outside of the Los Altos city limits, are accessible to and well-used by Los Altans.

The Mid-peninsula Regional Open Space District also maintains the Duveneck Windmill Pasture Area in Los Altos Hills. A 761-acre preserve, Windmill Pasture boasts beautiful hillsides and meadows which have been retained in close to their natural state. The proximity of both of these sites to the city of Los Altos reinforces the open-space feeling and recreation possibilities—hallmarks of this attractive city.

SUMMARY

Open space is an important part of a community's quality of life, providing an opportunity to be inspired and renewed by the experience. Open space in Los Altos consists of parks, conservation easements along portions of creeks, and bike paths not located on roadways. These serve a public purpose by providing places for recreation, visual relief from structures, natural habitat areas, and safety from natural hazards.

Other lands, not publicly owned or officially set aside, are also used as open space. These lands include school yards, vacant land, and other privately owned land, such as the Los Altos Country Club. They can be regarded as "tentative" open space.

Vacant land is scarce in Los Altos. Rising land prices are an incentive to increase the ratio of improvements (structures) value to land value. As structures become larger throughout the city, the perception of spaciousness will dwindle. Furthermore, land which may now be in open space use, but under private or institutional ownership, may be converted to another use.

During the next 18 years, substantial population growth is projected for the Bay Area. "Tentative" open space is likely to be converted to other uses or intensified in its present non-open space use resulting in a reduced sense of overall open space. If Los Altos want open space, arrangements should be made for permanent or long-term solutions, including purchase and lease of school sites and private property.

OPPORTUNITIES FOR PROVIDING LONG-TERM OPEN SPACE

A few parcels within the city limits have been identified as possible open space. These include setbacks on major roads and at corners, as well as whole parcels. In the Land Use chapter, all of the areas proposed for open space are described in detail. Each is briefly discussed below.

Setbacks. At several key intersections and along major streets in Los Altos, open space setbacks could help preserve the rural character.

Entryways. Providing a greater "sense of entry" into the Downtown can be accomplished by increasing the requirements for landscaped setbacks and by acquiring open space. Land use change #4 provides for a small (1/4- to 1/2-acre) open space at the northwest corner of Edith Avenue and San Antonio Road (see map, page 39). This open area, together with the orchard remaining in front of the Civic Center across San Antonio Road, will assure a handsome green entrance to the Downtown village from the north. In addition, Community Design Program 32 (see pages 21 and 22) targets three specific areas for open space—on both sides of Main Street between First Street and Foothill Expressway, on the south side of Edith between First Street and Foothill Expressway, and on the west side of San Antonio Road between First Street and Foothill Expressway—in order to create attractive entrances to the Downtown.

Community Design Program 27 (page 22) requires a landscaped strip along the back of properties along

Foothill Expressway between Edith Avenue and San Antonio Road. The combination of programs 27 and 32 will maintain some open space near the Downtown, enhance the sense of identity that the Downtown village already has, and reinforce the historic status of the intersection of Main and State Streets in relation to the former train station, an historic landmark.

Orchards. Even in modern Los Altos, there remain remnants of orchards that remind one of the agricultural heritage of the Santa Clara Valley. They also provide visual and psychological relief from the daily urban environment. Policy 2 and Programs 12 and 13 in this chapter address the preservation of orchard remnants that might otherwise be lost during development, and suggest specific mechanisms such as setbacks, easements, acquisition, and landscape maintenance districts to preserve the few remaining orchards remnants.

Creekside easements provide open space and recreation opportunities. In addition to portions of Adobe and Purissima Creeks, where nature paths are planned within conservation easements, other creeks in Los Altos have utility easements which could be used as recreation paths. The Stevens Creek easement is under the jurisdiction of PG & E and the Santa Clara Valley Water District on a parcel-by-parcel basis. Hale and Permanente creeks do not have easements at the present time; the addition of paths would present an opportunity for passive recreation.

PARK LAND DEDICATION

The Los Altos Municipal Code establishes a standard for park land dedication for all subdivisions of 50 parcels or more. Dedication requirements apply to both single- and multi-family developments. Los Altos sets a goal of 5 acres of property for public parks and recreation facilities per 1,000 residents. In the event that park dedication is impossible, or no park is proposed in the subdivision, or the proposed subdivision contains 50 parcels of land or less, a fee *in lieu* of land dedication is required.

OTHER POSSIBLE OPEN SPACE LAND

Additional park land is proposed at the corner of Grant and Fremont through public acquisition of a gas station. The proximity of this corner to Marymeade Park makes it a good location for open space. A portion of the parcel could be planted as an orchard as a reminder of Los Altos's agricultural past and a reinforcement of the city's identity.

Another parcel surrounded by the city limits of Los Altos but within and owned by the City of Mountain View is being used for water storage and distribution. It is suggested that this parcel be designated as open space.

PRIVATE LANDS OFFER POTENTIAL OPEN SPACE

El Retiro. The El Retiro Jesuit Retreat properties have historically been considered very important potential open space by Los Altans. Consisting of 51.5 acres and bordered on two sides by Adobe and Purissima creeks, El Retiro has been split into four areas. Three of these areas (A, B, and D) already have been designated as appropriate for development of 40 residential units. Due to environmental constraints and its proximity to important natural resources, Area C has been chosen for designation as open space. Although retreat facilities are still operating in Area D, it has been designated for future residential.

A 10 unit "density bonus" for development has been granted in exchange for an irrevocable offer to the City to dedicate 10 acres of Area C as permanent public open space. The "density bonus" will permit the addition of 10 residential units in Area A, Area B, and Area D. The city plans to accept the dedication of Area C as permanent public open space and to implement the trails in Areas B and C when the Jesuits vacate the retreat facilities or change any use located in Area D. The "density bonus" would bring the total number of residential units on the El Retiro site to 50, the maximum number of allowable units.

As of 1987, an 80-foot creekside conservation setback on Adobe Creek, and a 40-foot setback on Purissima Creek between Redwood Grove and O'Keefe Lane

have been established. Exceptions to the 80-foot setback are areas where the parcels are 3 acres or less, in which case a 40-foot setback is required.

Los Altos Country Club and Golf Course. Located in an unincorporated area, the Los Altos Country Club and Golf Course contributes to a feeling of rural spaciousness. The Country Club lands, which comprise approximately 100 acres, are used for an 18-hole golf course and club house facilities.³ Although privately-owned, the golf course provides open space and recreation opportunities to a number of Los Altos as well as surrounding residents. It is recommended that the Country Club lands be designated open space.

School Sites. The City has recently purchased 3.95 acres of the 8.93-acre Grant School site from the Cupertino Union School District to develop into park.

Private school sites also are possible candidates for open-space acquisition. The viability of purchasing private school lands in the future for use as park land should be explored. Figure 7-7 on page 96 shows private school acreages in Los Altos.

Hetch Hetchy right-of-way. A portion of the Hetch Hetchy right-of-way, from Mercedes Court to Adobe Creek, is recommended for open space designation.

Bikeways could be expanded. The existing bikeways in Los Altos extend nearly the length of the city, from Foothill Expressway in the south to the Hetch Hetchy right-of-way in the north, and from University Avenue in the west to Stevens Creek on the eastern edge. Possible expansions include providing bicycle accessibility to other major recreation locations, such as the Rancho San Antonio Open Space Preserve southeast of Los Altos.

Existing and future bikeways are shown in Figure 8-10 in Chapter 8. The Los Altos bikeway system encompasses:

- Bicycle paths (Class I facility),
- Bicycle lanes (Class II facility),
- Bicycle routes (Class III facility), and
- Local neighborhood access routes.

SCHOOLS

In the five-year period from 1981 to 1986, there has been a 5.9 percent increase in the total number of public elementary school students, with the largest increases in grades K-2. In 1981, there were far more students in the upper elementary grades, while in 1986, the number of 1st and 6th graders is nearly equal. This suggests that the need to use all existing elementary facilities will continue at least in the short term.

Valley—and junior high schools. These Los Altos students matriculate to Homestead High School in the Fremont Union High School District of Sunnyvale. The school locations and boundaries of the school districts are shown in Figure 7-2 on page 93.

Los Altos School District. Six public elementary schools in the Los Altos School District had an enrollment of 2,071 students in 1986. Students from Los Altos Hills and peripheral areas of Mountain View and Palo Alto also attend Los Altos elementary schools.



SCHOOL DISTRICTS SERVING LOS ALTOS

Residents of Los Altos are primarily served by the Los Altos Unified Elementary School District and the Mountain View-Los Altos High School District. In addition, a significant number of children in the south end of Los Altos attend Cupertino Union School District elementary—Montclair or West

The Los Altos School District has two junior high schools, Blach and Egan. In October of 1986, the two schools enrolled 629 students in the seventh and eighth grades.

Cupertino Union School District. The Cupertino Union School District accommodates 454 Los Altos elementary school students, the majority



FIGURE 7 - 3: 1986-87 CAPACITY OF SEVEN LOS ALTOS SCHOOLS

School	Capacity	Capacity Remaining	Percent Capacity Remaining
Almond	480	57	11.8
Bullis	270	39	14.4
Loyola	450	51	11.3
Montclair	398	22	5.0
Oak	330	50	15.1
Santa Rita	450	55	12.2
Springer	390	47	12.0

FIGURE 7 - 4: POTENTIAL CAPACITY OF SEVEN LOS ALTOS SCHOOLS

School	Capacity	Capacity Remaining	Percent Capacity Remaining
Almond	510	87	17.0
Bullis	270	39	14.4
Loyola	570	171	30.0
Montclair	480	82	17.0
Oak	420	140	33.3
Santa Rita	480	85	17.7
Springer	450	107	23.8

of whom are concentrated at Montclair Elementary School. In addition, a substantial number of Los Altos students attend Cupertino Junior High School.

Fremont Union High School District. At Homestead High School in the Fremont Union High School District, approximately 28 percent of the student population, or 558 students, comes from Los Altos.⁴

Mountain View-Los Altos High School District. The Mountain View-Los Altos High School District accommodates the majority of Los Altos high school students. There are two schools in the district—Los Altos High School on Almond Avenue and Mountain View High in Mountain View.

CAPACITY OF EXISTING SCHOOLS

The need for classroom space was not a concern in 1986-87 because Los Altos schools have not reached their present capacity limit. Capacity—defined as 30

students per classroom—is based on an average of the optimum capacity of 26 students per class for primary grades K-3 and 33 students per class for grades 4-6. Figure 7-3 (above) shows the present capacity, the remaining number of students until capacity is reached, and the percent left until capacity is reached, for the 1986-87 school year. Figure 7-4 (above) illustrates the potential capacity—the maximum possible number of students each school could accommodate if all classrooms currently used for day care or special programs were reclaimed for regular class use. The potential capacity suggests that there is likely to be enough space for school age children, but the demand for accommodating children in day care centers will persist.

At the present time, all elementary schools offer day care programs. If the demand increases for classroom space (that is, if rooms which are being used as classrooms reach capacity), each school could end its leases with the day care programs in order to reclaim classrooms. If classrooms are reclaimed, the problem will be the lack of day care centers.

FIGURE 7 - 5: LOS ALTOS PUBLIC ELEMENTARY SCHOOL DISTRIBUTION, by Grade, 1981 & 1986

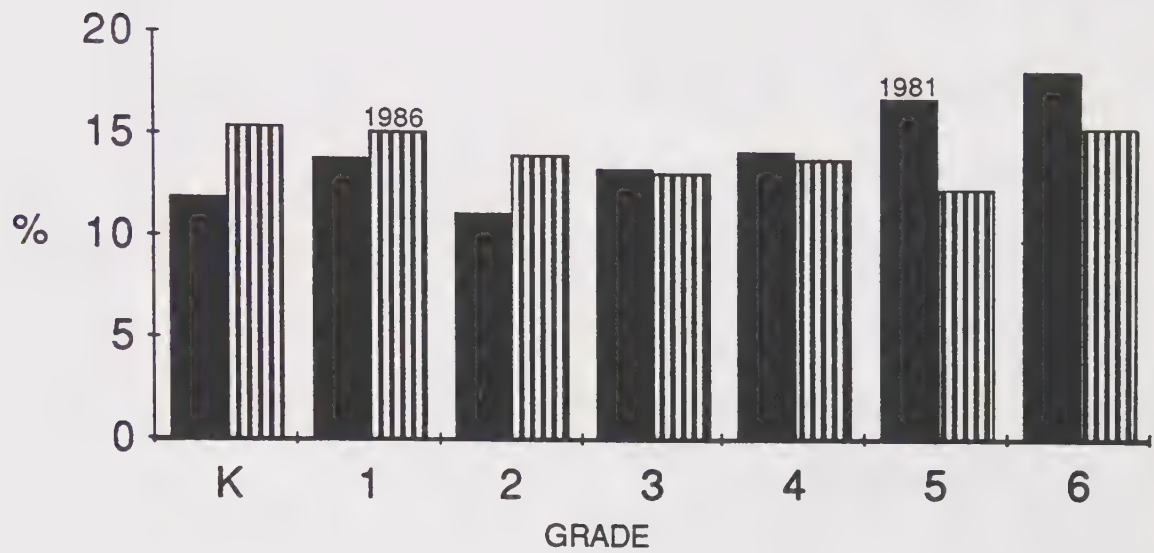
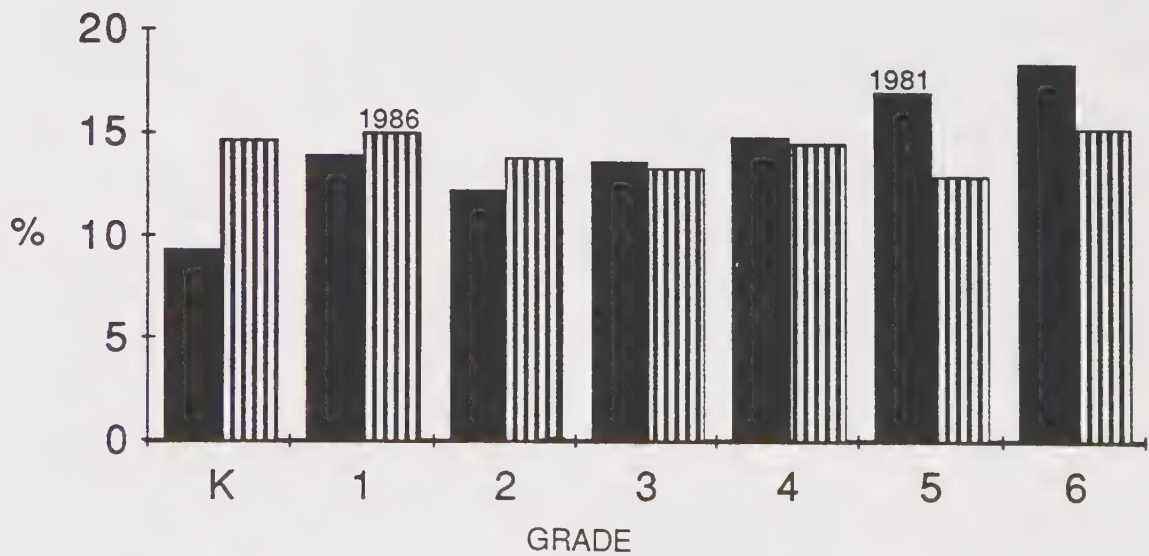


FIGURE 7 - 6: LOS ALTOS COMBINED PUBLIC AND PRIVATE ELEMENTARY SCHOOL DISTRIBUTION, by Grade, 1981 & 1986



Another factor deserving attention is the significant percentage of the Los Altos population under age 5. In Los Altos, 4.4 percent of total population is under 5, second only to Cupertino's 4.7 percent.⁵ This suggests that existing school facilities in Los Altos which are currently in use will need to be retained.

SCHOOL COMPOSITION, 1981 TO 1986

In 1981, the school age population in the Los Altos public elementary schools was concentrated in the upper elementary grades (4-6). In October 1986, however, the number of elementary students was fairly evenly distributed between lower and upper elementary grades, suggesting that the demand for classroom space will continue at its current level, at least in the short term. Figure 7-5 (page 95) illustrates how the increase in enrollment in grades K-2 that has occurred over the past five years is relatively in balance with the number of students at the upper grade levels in the public elementary schools.

When public and private schools are examined together, the distribution of elementary students is only an amplification of the public school results. Figure 7-6 shows the nearly even distribution of elementary students across the spectrum, with approximately 15 percent of students in kindergarten and the same percentage in sixth grade in 1986.

PRIVATE SCHOOLS

A significant number of children attend parochial and private schools in Los Altos. As of October 1986, 39 percent of Los Altos children in the elementary grades attended private schools. Of the total student

population, both primary and secondary, 34 percent attended private schools compared with 66 percent in public schools.

Private school sites can be viewed as potential locations for day care centers or open space if they are no longer in use as schools. The private schools in Los Altos which are not situated adjacent to churches on church lands, total approximately 25 acres within the city limits and an additional half-acre in the unincorporated area. The private school sites and their acreages are shown in Figure 7-7, below.

JOINT SCHOOL/CITY COOPERATION

Over the years, school district lands have served the dual purposes of education and recreational open space. During the past five years, multiple uses of school facilities have become more formalized. School buildings with surplus space have been used as child care facilities. Surplus school sites have been leased by the city for park use.

FIGURE 7 - 7: PRIVATE SCHOOL ACREAGES IN LOS ALTOS

<u>Within City Limits</u>	
<u>Schools</u>	<u>Acres</u>
Miramonte	10.49
Montecito	.92
Pinewood	3.07
St. Williams	10.00
	24.48
<u>In Unincorporated Area</u>	
Thornecroft	.58
TOTAL ACRES	25.06

Source: Los Altos Planning Department, January 15, 1987.

Three incentives have stimulated innovative joint use: (1) the school districts' needs to maximize revenues, (2) the City's need to cut expenses, and (3) the growing scarcity of land. The paucity of land available for new school sites and the need for astute management of school district resources suggest that school districts should retain control of enough of their land to accommodate fluctuations in the school age population.

School districts regard their facilities as underutilized during summers, weekends, and evenings. The city's need for public facilities and programs to serve

the changing population complements the school districts' need for long-term asset management. The several entities have the opportunity for a "win-win" situation. The opportunities are reduced however, when schools are closed and redeveloped for other uses.

In addition to the facilities of the four separate public school districts serving Los Altos residents, a number of private schools also present opportunities for joint use of indoor and outdoor facilities. The City should monitor the availability of these facilities and contact the schools regarding possible joint use. Foothill College is another nearby institution that the City could draw upon to efficiently meet its recreation needs.

As population increases in the Santa Clara Valley over the next two decades, close-in recreational opportunities will become relatively more important than they are today because it will become more expensive and difficult to leave the valley on weekends. The real cost of fuel is projected to rise, making it more expensive to travel than it is today. Congestion on the road network is likely to worsen, making it very time consuming to go away for the weekend. In general, more people will tend to spend leisure time near home. (An exception will be the retired population who will have the flexibility to exit the valley during non-commute times.)

PUBLIC PRIVATE COOPERATION

The residents of Los Altos continue to engage in cooperative agreements with non-city entities. Recreation, education, and social programs are areas in which opportunities exist for jointly used facilities and services. Joint use and responsibility for community facilities and services can increase efficiency through greater use of existing facilities. Activities and services for teens, seniors, dependent care, child-care, library services, and fire and police are discussed in this section.

TEENS

The City could seek to open new opportunities for teen activities by encouraging private enterprises that serve teenagers, and by encouraging teenager input to City-sponsored teen events. The possibilities for developing joint sponsorship of a teen facility with nearby cities should be promoted.

SENIOR FACILITIES AND PROGRAMS

The following facilities and programs for seniors offer social activities, health care, and recreational outings, and are presently in operation in Los Altos.

Los Altos Senior Center – Hillview Community Center. Operating under the jurisdiction of the Los Altos Parks and Recreation Department, the Los Altos Senior Center provides a variety of services, including health examinations, insurance, and income tax counseling. The center also plans classes and activities for seniors. There is a home-bound care service as well as call-in social workers who provide cooking and companionship. A local VANTRANS service provides limited transportation for seniors in Mountain View, Los Altos Hills, and Los Altos. Volunteers are available through the Senior Center to help seniors in their homes for short periods. The Community Services Agency—a Mountain View, Los Altos Hills, Los Altos joint organization—provides meals for seniors 4 days a week at a church in Mountain View, a daily meal program in Mountain View, a monthly luncheon for seniors in Los Altos, and exercise classes.

Santa Clara County Assistance League – Hospitality House. The Santa Clara County Assistance League sponsors activities programs on Tuesday and Thursday which include entertainment and crafts for seniors.

Garden House. Garden House arranges social programs, luncheons, and leisure tours. The club has yearly dues of \$12.00, and requires that members be over 50 years old. At present, the club has 175 members.

SENIOR RESIDENTIAL CARE AND CONVALESCENT HOMES

There are two residential care homes in Los Altos—Seven Oaks and Pilgrim Haven. In addition, Beverly Manor and Mountain View Convalescent Hospital are accessible to Los Altos seniors needing more closely monitored care.

DEPENDENT CARE: PROGRAMS AND FACILITIES FOR THE HANDICAPPED

Palo Alto Community Association for the Retarded (CAR). CAR offers training programs for all ages of developmentally disabled persons who either live at home or in group home situations. CAR has an indoor swim center which provides instruction to people with special physical needs. A program for disabled infants is offered as an after-school recreation program. CAR also has a work training program for adults and a respite service which gives families who care for disabled family members a break from the constant care required.

CHILD CARE FACILITIES AND PROGRAMS

Several different child care programs operate in Los Altos. Day care programs for infants through school-age children are provided by the City as well as by private organizations. The City recognizes a need for more child care programs for school-age children. The Los Altos School District encourages school-age day care programs, both City-operated and private, at its school sites. The Los Altos School Board also promotes joint-powers arrangements between other public agencies and itself with respect to day care.

The child care programs available through other private groups are many. They range from part-time nursery schools to full-time pre-school offerings.

LIBRARY SYSTEM

Maintaining a high level of library service is important. Library needs should continually be evaluated. Los Altos want to improve communication be-

tween the school districts and the public library so that purchase of new materials for the library will meet students' needs.

FIRE AND POLICE

Fire and crime can be prevented through active fire and police departments that plan for emergencies and anticipate problem areas. Safety services need to be constantly evaluated. The City should maintain an adequate level of fire protection and police services appropriate to the demand generated by the city's population and the level of development in the city. City fire service extends to the city limits. Through a cooperative agreement with the County Fire Protection Agency, Los Altos provides service to outlying areas.

In the Los Altos planning area, wildland fire hazards are not a major concern. Rather, fire hazards are concentrated in the urban areas, such as Downtown buildings, public facilities, or other high occupancy structures where risk levels should be low. Figure 7-8, page 99, shows the four-minute response time for fire services.

POLICE

The Los Altos Police Department is comprised of communications and patrol departments. Protection of property, crime prevention, law enforcement, investigation, communication, and public assistance are some of the functions of the Department. The Los Altos Police Department has improved efficiency to meet its increased safety needs over the last ten years.

If the safety demands in Los Altos continue to increase, the City could consider one of three options: The City could require residents to pay for any police services over what is absolutely necessary, such as for filing accident reports where no one has been injured. Another possibility is to establish mutual aid agreements with police departments in nearby cities. Third, the City could purchase new equipment and hire additional staff. In particular, the City

FIGURE 7 - 8: FOUR-MINUTE FIRE RESPONSE MAP, 1987



should be certain it can meet the special safety needs of its aging population. In addition, the City supports a very pro-active police department.

A community can assist in the protection of its citizens against crime by incorporating "defensible space" concepts into both the design and maintenance of residential, commercial, and public areas. "Defensible space" involves encouraging community surveillance over certain areas so that any suspicious activities are immediately reported to the police. In effect, "defensible space" means citizens take a more active, cooperative role in ensuring their own safety within the city.

GOALS, POLICIES, AND PROGRAMS

CONSERVATION OF NATURAL ENVIRONMENT

Goal 1: Preserve and protect natural areas—natural creek channels, topography, and vegetation—which are valuable natural resources.

Policies:

1. The City shall encourage development of a regional open space policy.
2. The City shall identify and encourage preservation of existing orchard remnants as a reminder of its agricultural heritage.
3. Creeks and creekside areas should be retained in their natural state while ensuring public safety and preserving a valuable natural resource.
4. The City shall take an active role in promoting the adoption of a regional stream management plan.
5. The City shall insure compatible uses for parcels adjacent to existing open space lands and recreation areas.
6. The City shall establish buffers from adjoining land uses to protect the natural state of all creekside areas.

Programs:

1. **Public education about riparian lands.** Establish a program to educate the public on the sensitive nature of riparian lands and appropriate use of those and adjoining lands, in coordination with the open space management plan.
2. **Regional open space plan.** Work with region-wide organizations to adopt a regional open space plan.
3. **Easements over creeks.** Establish easements over creeks. Require minimum setbacks for structures within the easements.
4. **Litter awareness.** Promote litter awareness and litter control programs.

OPEN SPACE

Goal 2: Preserve and expand the amount of open space in and around Los Altos.

Policies:

7. The City shall seek to preserve and expand existing parks and establish new neighborhood parks to enhance neighborhood identity within Los Altos.
8. The City shall maintain dedicated park land in public ownership.
9. The City shall retain appropriate building regulations to preserve air space, solar rights, and community identity.

Programs:

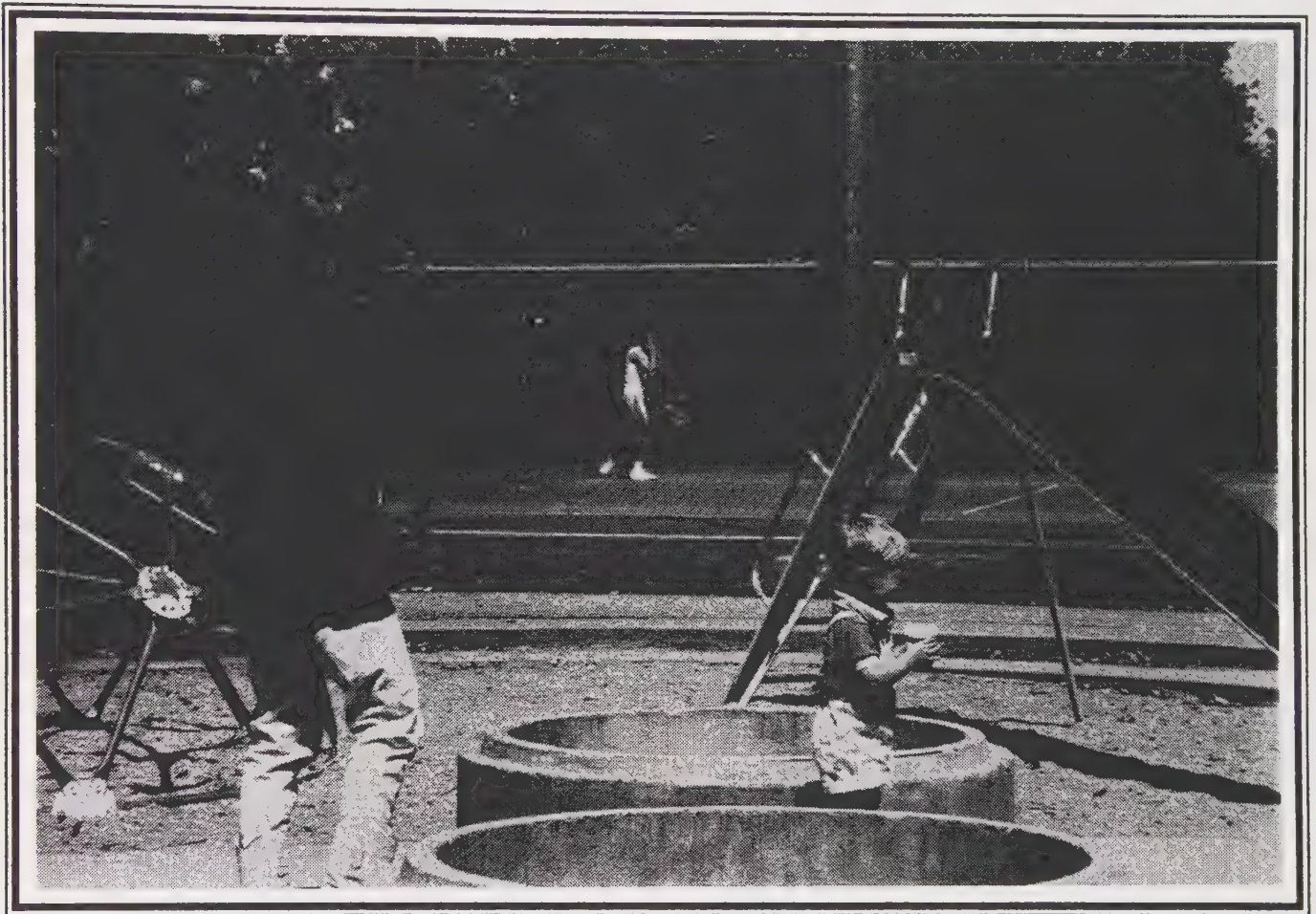
5. **Open space management plan.** Develop an open space management plan.
6. **Public lands for open space.** Evaluate publicly owned lands for open space/park use.
7. **Open space in new developments.** Evaluate new development for possible open

space characteristics and dedication. Create an open space feeling in new developments through such measures as (a) parkways, (b) variable setbacks, (c) landscaping, (d) creek setbacks, and (e) parks.

8. **School open space.** Consider the purchase of school sites as they become available. The need for the sites shall be evaluated pursuant to the open space management plan.

orchard remnants during development review. Target preserving specific orchard remnants where mechanisms such as setbacks, easements, or acquisition would be desirable and feasible.

12. **Orchard maintenance.** The City shall consider landscape maintenance districts to provide for maintenance of orchards required to be preserved in open space setback areas.



9. **Park at Grant School site.** Develop a park at the Grant School site.
10. **Private dedication of park land.** Formulate incentives to encourage the private dedication of park land.
11. **Orchard retention.** Amend the municipal code to require evaluations for preserving

13. **Setback at entryways.** Establish landscape setbacks during development review for the purpose of providing open space. Target specific entryways for such setbacks.
14. **Park acquisition.** Develop a financial plan for the purchase and development of park land. Include mechanisms for obtaining funding such as, but not limited to, the feasibility of

re-investment of City funds from the sale of surplus property.

15. **Lincoln Park.** Work with Santa Clara County to ensure the retention of Lincoln Park as permanent open space.

PARKS AND RECREATION

Goal 3: Expand recreation programs utilizing City and non-City sites.

Policies:

10. The City shall continue to seek cooperative use of school facilities for recreation programs.
11. The City shall require park dedication, or require fees *in lieu* thereof, for all new subdivisions in Los Altos.
12. The City shall evaluate the expansion of the Civic Center complex on the 1.64 acres behind the Police Station.

Programs:

16. **Coordinate recreation programs.** Continue to offer recreation programs at school sites.
17. **Recreation facilities.** Provide appropriate recreation facilities, such as barbecues, picnic tables, and park benches, at schools and parks. Work with school districts as appropriate.
18. **Land acquisition for recreation.** Establish priorities for future land acquisition and plan for recreational use.
19. **Diverse programs.** Continue to provide a diversity of recreation programs and care for all ages.

PATHWAYS

Goal 4: Develop and promote a pathways system within the city which also connects to open space in surrounding areas.

Policies:

13. The City shall keep all pathways visible, safe, and appropriately maintained.
14. The City shall promote residential area pathways throughout the city.
15. The City shall encourage regional pathway systems.

Programs:

20. **Pathways on creeks.** Identify and develop a program to establish, when possible, those sections of creeks within Los Altos that would be feasible for pedestrian pathways.
21. **Bikeways link open space.** Create a bikeway or pathway system that links Los Altos's parks and open space to nearby large recreation areas, avoiding major arterial roadways when possible.

JOINT COOPERATION

Goal 5. Provide the most cost efficient and effective services for present and future Los Altos residents.

Goal 6. Maximize opportunities for joint public and private utilization of City, private sector, and private school land and facilities, and public school district land, facilities, programs, and resources.

Policies:

16. The City should cooperate with other governments, districts, and the private sector through: (1) joint agreements between the City and public school districts and private schools to share facilities, personnel, programs, and future land purchase opportunities; (2) continued exchange, sharing, and evaluation of joint services with school districts; (3) working with public and private schools to provide recreation facilities and programs on school land; (4) optimizing lei-

sure activities related to recreation, culture, and arts; (5) creekside maintenance and flood control; (6) litter control; and (7) management of solid and hazardous waste disposal, and water quality and quantity.

17. The City shall ensure that land use controls do not inhibit the delivery of human services where appropriate.
18. The City shall work with other agencies where appropriate as a possible means to reduce the cost of operation and providing services.
19. The City shall encourage private sector provision of facilities and/or services.
20. The City shall encourage the school districts to retain school open space facilities.
21. The City shall plan for the integration of current and future Civic Center functions and facilities with pathways, traffic patterns, roads, landscaping, lighting, parking, and design.

Programs:

22. **Joint use of facilities.** Identify and devise the means (including scheduling and cost allocation) for joint utilization of facilities, personnel, programs, and future land to be shared.
23. **Expand programs to other jurisdictions.** Evaluate and select existing programs that could be expanded to serve other jurisdictions, agencies, or districts (fire, police, recreation, library).
24. **Offer programs to other jurisdictions.** Market selected programs to targeted jurisdictions, agencies, or districts.
25. **Use of school and private sector facilities.** Continue to evaluate the need for year-round and seasonal use of school and private sector facilities for recreation.

26. **Cooperation with community colleges.** Work with the Foothill/De Anza Community College District to identify services and facilities that could be used by or shared between Los Altos and Foothill College.
27. **School liaison.** Establish and periodically evaluate liaison with all school districts to exchange information.
28. **After-school recreation programs.** The recreation department shall continue to identify and evaluate the provision of drop-in, team sports, and other after-school recreation programs for youth.

TEENS

Policy:

22. The City shall provide continuing support for teen facilities and programs.

Programs:

29. **Joint use of teen center.** Research the need, location, and possible joint sponsorship of a teen center. Pursue the joint sponsorship of a teen center if there is a need and mutual interest on the part of other potential joint sponsors.
30. **Recreation programs at school sites.** Initiate and maintain after-school and summer recreation programs at school sites.
31. **Survey students about activities.** Conduct, jointly with a school district or other public or private entity, a periodic survey of junior and senior high school students in Los Altos to identify the events and programs in which they would like to participate.
32. **Joint sponsorship of teen programs and events.** Pursue the joint sponsorship of a variety of events and programs for teens. Reevaluate the programs periodically.

cally, including continuing to work with the Teen Board.

SENIOR CITIZENS

Policy:

23. The City shall promote and provide programs and recreation facilities for seniors.

Programs:

33. **Senior programs and facilities.** Work with the Hillview Senior Center, the Senior Coordinating Council, and Garden House to identify the available programs and facilities for seniors, and look for ways to augment them where appropriate.
34. **Liaison between seniors and schools.** Establish liaison between senior citizens and the schools for access to buildings for senior citizens' educational opportunities.
35. **Seniors as a community resource.** Utilize seniors as community resources and maximize use of their expertise, talents, and time for benefit of the community.

DEPENDENT CARE

Goal 7. Ensure that resources are available to serve the City's dependent residents (children, disabled, seniors, homeless, and drug and alcohol abusers). (*The subject of housing for the homeless is addressed in Chapter 5.*)

Policies:

24. The City shall cooperate with other organizations and providers to promote and optimize resources for the City's dependent residents.
25. The City shall ensure that land use controls (e.g., regarding second units, zoning, and day care) do not inhibit provision of dependent care services.
26. The City shall encourage the use of open school sites for child care and student care,

including before-school, after-school, and year-round child care.

Programs:

36. **Adequacy of dependent care resources.** Evaluate need and adequacy of existing resources for dependent care.
37. **Dependent care resources.** Develop resources to satisfy the unmet needs for dependent care.
38. **School sites for child care and student care.** Work with businesses and school districts to coordinate the use of open school sites for child care and student care.

LIBRARY SYSTEM

Goal 8. Ensure a high level of library service.

Policies:

27. The City shall continue to support the cultural enrichment provided by the Los Altos libraries through access to informational, educational, and recreational materials and services.
28. The City, through planning and programming, shall promote local libraries as an integral part of the community, and in particular, the main library as an element of the Civic Center complex.

Programs:

39. **Library resources.** Encourage the library to maintain collections and services relevant to the needs and interests of the library community.
40. **Additional space.** Encourage the library to evaluate the need for additional space.
41. **Evaluation of services.** Encourage periodic evaluation of library services and materials, and work closely with the County library

system to insure that the libraries satisfy the community need.

42. **Funding sources.** Support exploration of alternative sources of funding in order to establish a predictable and stable budgetary system which meets the service level needs of the community.

FIRE AND POLICE SERVICES

Goal 9: Ensure an adequate level of fire protection and life safety protection within Los Altos.

Goal 10: Promote community order by preventing criminal activity, enforcing laws, and meeting community service demands.

Goal 11: Provide community-oriented services that are responsive to citizen needs.

Policies:

29. The City shall continue cooperative mutual aid agreements with nearby jurisdictions to ensure rapid and sufficient response to emergency situations.
30. The City shall continue to provide adequate protection.
31. Fire protection services shall seek a reasonable average response time.
32. The City shall take steps to prevent or mitigate hazardous situations.
33. The City shall maintain services as necessary to meet service demands of the community.
34. Police protection services shall maintain a reasonable response time.

Programs:

43. **Safety needs of the community.** Manage public safety resources in an effective and

efficient manner in order to meet the needs of the community.

44. **Public safety planning.** Coordinate planning for public safety with local, regional, state, and federal plans.
45. **Hazards of pre-code structures.** Devise a method to prevent or mitigate hazardous situations such as those caused by pre-code structures and lengthy cul-de-sacs without auxiliary access.
46. **Crime watch.** Support neighborhood "crime watch" programs and develop mechanisms to implement these programs as necessary.
47. **Abatement of fire hazards.** Continue programs which provide for abatement of potentially hazardous fire situations such as weed abatement, street sweeping, trash pickup, hazardous structures, and community education.

NOTES TO CHAPTER 7

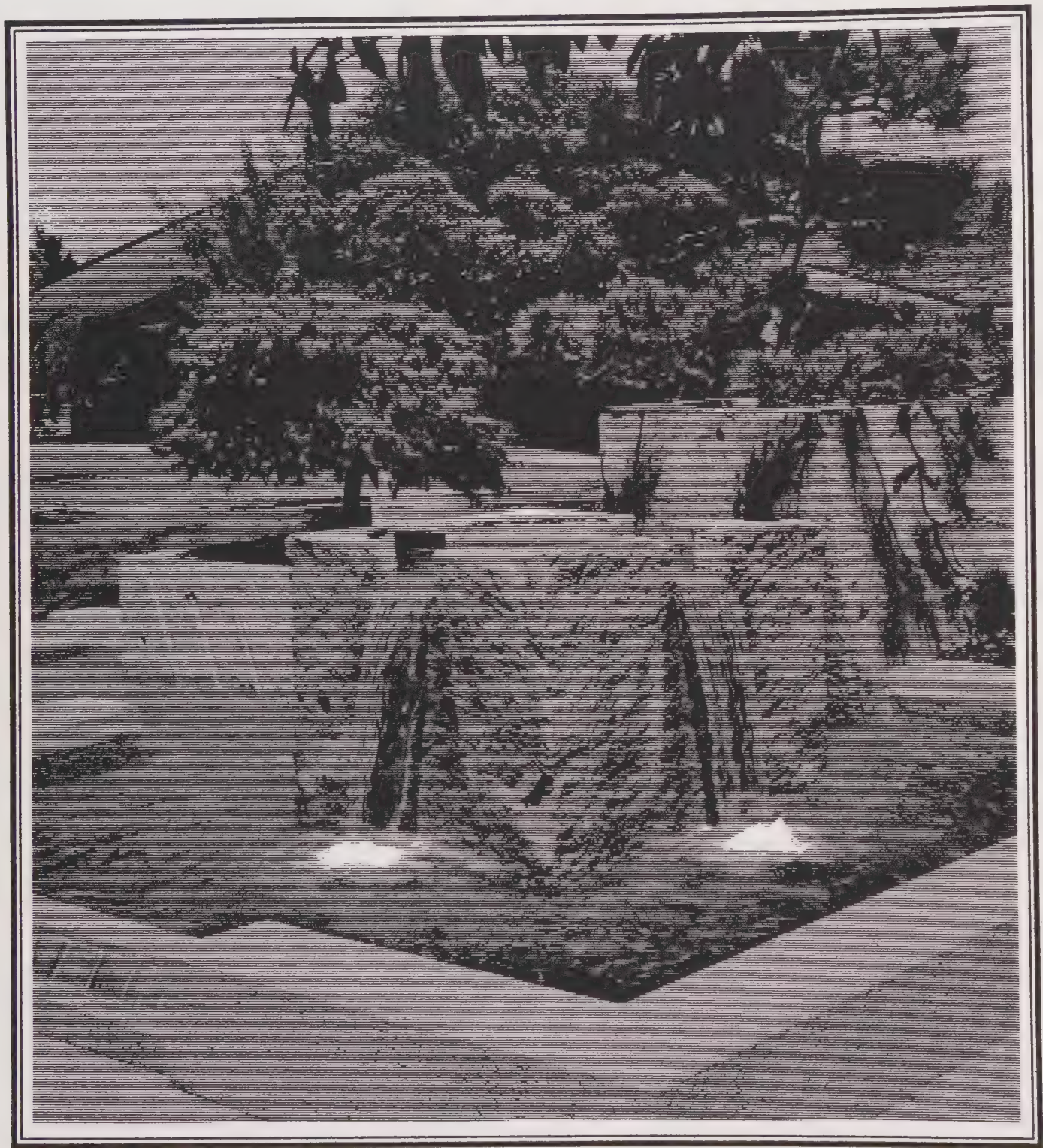
¹ Based on Department of Finance 1986 population figures for Los Altos.

² Based on 1980 Census Area Profiles for City of Los Altos.

³ Personal conversation with Jerry Hecht, Manager of Los Altos Country Club, November 21, 1986.

⁴ Personal Communication with Mr. McClimin, Guidance Director, Homestead High School, February 1987.

⁵ Mundie & Associates, *Background Demographic Report*, p. 4. (Based on comparisons with Palo Alto, Los Gatos, Menlo Park, Cupertino, Saratoga, and Los Altos Hills.)



8

8. CIRCULATION

This chapter of the General Plan describes the opportunities and constraints associated with the projected transportation system needs for Los Altos. Regional, subregional, and local transportation issues are examined in conjunction with future land uses and the growth of background traffic for peak commute periods. Local transportation needs are based on the build-out analysis as shown in Figure 4-8, page 43. Goals, policies, and programs which pertain to transportation, transit, bicycles, pedestrians, and other related uses are found at the end of this chapter. Goals, policies, and programs dealing with transportation-related *land use* issues are found in Chapter 4. Goals, policies, and programs related to the integration of bicycle and pedestrian facilities and trails are contained in Chapter 7.

STREET SYSTEM CONSTRAINTS

Los Altos is served by relatively few major arterials. Those arterials passing through the city generally traverse residential areas. The primary mode of transportation for Los Altos residents remains the private vehicle due to the low population density and affluence of the community. The auto dependency of the community and area in general is not likely to change in the foreseeable future.

The City's current policy is to restrict "through" traffic by constraining arterials as they pass through Los Altos from adjacent communities. This policy has both advantages and disadvantages for the community. Outside traffic is discouraged by delays in commuting through Los Altos at certain times during the day.

Regional roadways affecting travel patterns in Los Altos include Foothill Expressway, El Camino Real,

Route 85, and I-280. All have different characteristics and traffic flows, and influence Los Altos to varying degrees.

Foothill Expressway is a four-lane, divided roadway providing service mainly to commuter traffic between I-280 and Cupertino to the south and the Stanford Industrial Park to the north. Foothill Expressway was constructed on an old railroad right-of-way passing diagonally through the community. Access to the roadway is controlled (restricted) with approximately one mile spacings between intersections with cross streets.

El Camino Real (State Route 82) is the historic main highway serving inter-city travel between San Jose and San Francisco. The six-lane roadway is characterized by commercial strip development and high traffic volumes. Its expansion potential is limited by the proximity of buildings to the street.

State Route 85 is a four-lane freeway that provides a main connection between U.S. 101 and I-280 extending south to Cupertino. Route 85 is planned to extend as a loop road south of San Jose to connect with U.S. 101 south of Bernal Road. Route 85 is a major commute facility. Its congested condition north of I-280 has created some traffic diversion through Los Altos. The expansion of Route 85 is second in priority to completion of Route 85 to U.S. 101 south of Bernal Road in San Jose.

I-280 is an eight-lane freeway that provides major access north and south from Los Altos. The convenience of this facility is a positive aspect for the commuting population of Los Altos and a problem that encourages commute traffic to shortcut through Los Altos.

FIGURE 8 - 1: CIRCULATION DIAGRAM AND FUNCTIONAL CLASSIFICATION SYSTEM



FIGURE 8 - 2: ROADWAYS ACCORDING TO THEIR CLASSIFICATION

<u>Roadway</u>	<u>Regional Corridor</u>	<u>Expressway</u>	<u>Arterial</u>	<u>Collector</u>	<u>Local Collector</u>
Almond Avenue				X	
Covington Road					X
Cuesta Drive				X	
W. Edith Avenue				X	
El Camino Real			X		
El Monte Avenue— I-280 to Covington Covington to Springer			X	X	
Foothill Expressway		X			
Fremont Avenue, East of Springer				X	
Grant Road North of Fremont South of Fremont				X X	
Homestead Road			X		
Los Altos Avenue					X
Loyola Drive					X
Magdalena Avenue			X		
Main Street				X	
Miramonte Avenue				X	
St. Joseph Avenue, Foothill Expressway to Stonehaven					X
San Antonio Road			X		
Springer Road				X	
SR 85	X				
U.S. 101	X				

ROADWAY FUNCTIONAL CLASSIFICATION SYSTEM

The Los Altos Road network can be defined in terms of a functional hierarchy that takes into account the type of trip being made and each roadway's relationship to the land uses it is serving. The street classification system distinguishes between those streets necessary to provide for inter-city travel of a more regional nature and those needed for local access only. The functional classification system is shown in Figures 8-1 and 8-2, pages 108 and 109, and is described as follows.

Freeway: A high speed, high capacity transportation facility serving regional and inter-city travel. A limited access facility serving long trips. U.S. 101, SR 85, and I-280 are in this category.

Expressway: A controlled access facility designed to accommodate high volumes of commuter through-traffic. Intersections are either signalized or grade-separated. Foothill Expressway is the only local example.

Arterial: A roadway providing access to regional transportation corridors and serving relatively long trips. Intersections are at grade, and direct access is provided to abutting property on a limited basis. El Camino Real, San Antonio Road, and Homestead Road are arterial streets.

Collector: A medium speed and medium capacity street for intra-community travel and access to the regional system. Access is via local and collector streets to Los Altos arterials.

Local Collector: A low volume and low speed street to provide access between and into local neighborhoods. Collector streets serve short trips and provide access to other collector and arterial streets.

Local Street: Low volume and low speed streets serve abutting land uses. Individual driveways serve dwellings and provide on-street parking, and pedestrian access is allowed.

TRAFFIC CHARACTERISTICS

Traffic characteristics were examined for relationships to average daily traffic flows on area streets and the peaking conditions or distribution of traffic over the day. These demand characteristics drive the need for physical improvements to the existing transportation network and call attention to increasing the emphasis on encouraging automobile alternatives.

Future traffic conditions in Los Altos will be constrained by both the background growth in traffic without any new development, and the time-of-day distribution of traffic on area streets. Between 1973 and 1985, traffic growth averaged 3.6 percent per year on some city streets, with through traffic exceeding 40 percent growth overall during the same period on some major streets during peak commute periods.

TRAFFIC VOLUMES

The City of Los Altos has collected traffic count data over the last several years to monitor traffic growth and set priorities for capital improvements in the community. Figure 8-3, on page 111, provides a compilation of average daily traffic (ADT) volumes during 1985 and 1986 from City, County and State sources.

The higher road classifications, such as I-280, SR 85, and El Camino Real (SR 82), carry greater volumes with 4 to 8 lanes each. Volumes on El Camino Real are restricted by cross street activity and traffic signals, while SR 85 and I-280 are grade-separated, which allows greater volumes.

TRAFFIC GROWTH CONTINUES

Recent traffic growth has averaged 3.6% on Los Altos streets. Except for a brief recessionary period in high tech industries from 1981 to 1983, traffic on local arterial streets has been increasing at a fairly steady rate.

FIGURE 8 - 3: AVERAGE DAILY TRAFFIC VOLUMES

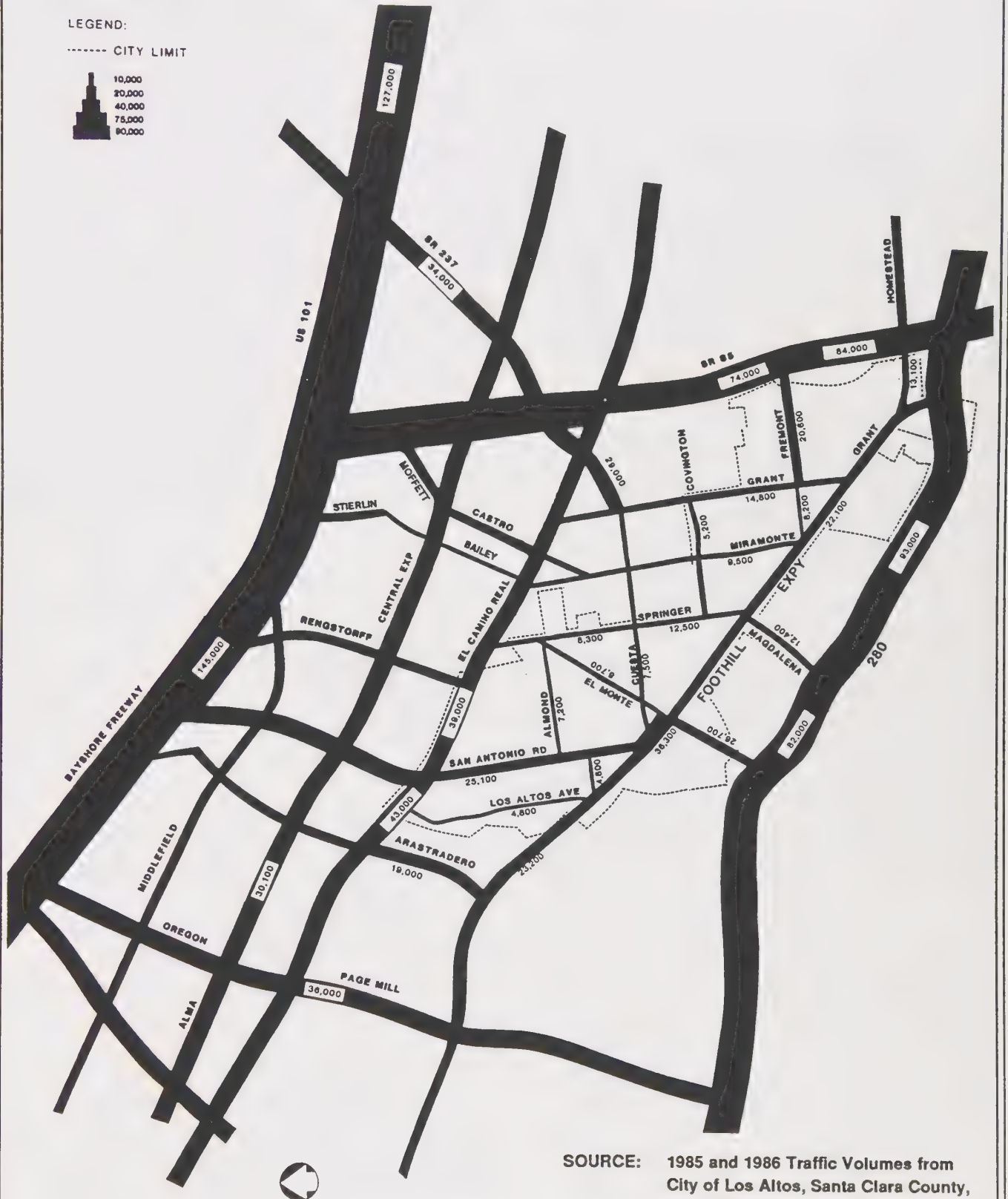


FIGURE 8 - 4: HISTORIC TRAFFIC GROWTH

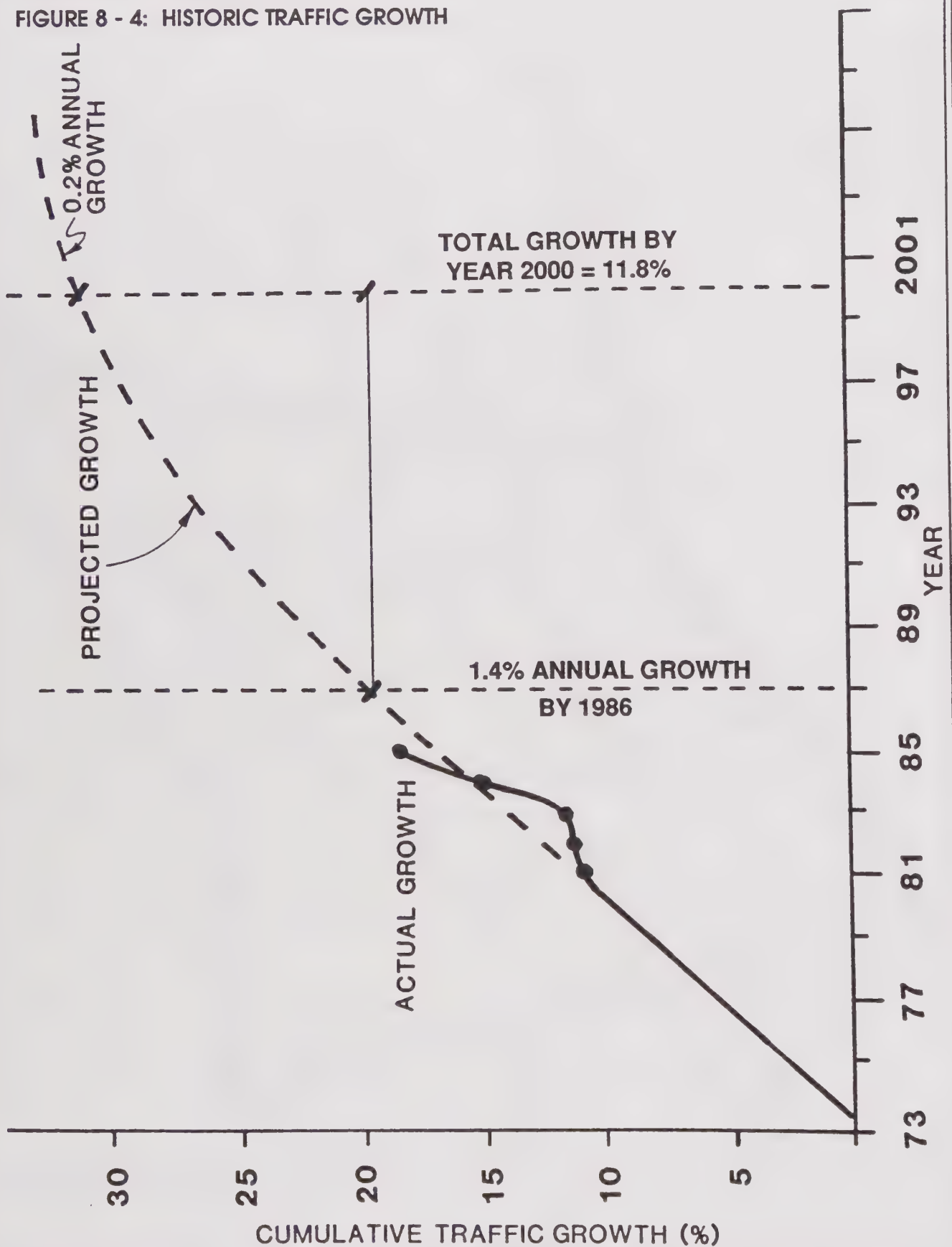


Figure 8-4 (page 112) is a graph of traffic growth since 1979 and to the year 2000. The graph represents a 1.4% normalized annual growth factor up to 1989. Obviously, the trend line cannot continue indefinitely at a 1.4% annual growth without significant environmental impacts. It is anticipated that traffic volumes would level out during the life of the General Plan based on improvements to the regional transportation system and increased opportunities for ride sharing and transit.

The projected total increase in traffic growth from 1986 to the base year 2000 is 11.8%, which accounts for "background traffic" only, without any new or additional development taking place in the community. This "background" traffic is the amount of traffic increase expected in the city from development in adjacent communities and increases in multiple job households, and it assumes an annual trip reduction from the present 1.4% growth rate to 0.2% by the year 2000.

The projected level of future traffic growth is based on the following assumptions.

- The Santa Clara County T2000 Study projects the Los Altos corridor as a low traffic growth area based on future land use and development potential throughout the County.
- Santa Clara County is implementing measures to enhance alternatives to the automobile. It is anticipated that this will increase "drive-alone diversion" from its existing 21 percent to approximately 34 percent by the year 2000. Diversion to alternative modes of transportation is not likely for Los Altos residents but will affect pass-through commuter traffic.
- Los Altos is mostly built-out, with limited development and redevelopment potential.
- Increased congestion on local streets, combined with the present policy of not widening crosstown routes to add capacity, will discourage additional commuter traffic.

- Planned improvements to SR 85 will help remove some commuter traffic from crosstown routes.

STREET CAPACITIES

The limiting factor in providing effective traffic movement in the urban environment is the at-grade intersection. Levels of Service were analyzed to determine the operation of all traffic-controlled intersections during the peak period of utilization. By observing the peaking characteristics associated with average daily traffic (ADT) profiles, the peak period was determined to be between 4:00 PM and 6:00 PM in the Los Altos area.

Turning movements were counted during the peak hours. The Level of Service (LOS) calculations were determined using Transportation Research Board Circular 212 methodology which was incorporated into the computer modeling program for the City of Los Altos. The model was used to analyze Level of Service for 38 intersections in Los Altos. Intersection locations are shown in Figure 8-5, page 114.

Figure 8-6, page 115, defines the Level of Service categories, "A" through "F," for signalized intersections. (Intersections are the controlling "bottle-necks" of traffic flow, and the ability of a roadway system to carry traffic efficiently is nearly always diminished at intersections.) Level of Service "C" is the City of Los Altos's standard for planning transportation facilities.

Level of Service "D" is considered acceptable for peak hour operations for no more than three peak periods of the day (AM Peak, Noon Peak and PM Peak) at any location. The locations where higher limits of congestion will be tolerated are limited to arterial routes where meeting the general LOS standards would be prohibitively costly or disruptive. For these cases, Level of Service "D" will be tolerated for up to three hours during the day. LOS "D" would be similar to existing evening peak conditions at San Antonio Road and Foothill Expressway.

FIGURE 8 - 5: INTERSECTION LEVEL OF SERVICE MAP



FIGURE 8 - 6: INTERSECTION LEVEL OF SERVICE DEFINITIONS

Level of Service (LOS)		Definition	Volume to Capacity Ratio
A	FREE FLOW	No approach phase is fully utilized by traffic, and no vehicle waits longer than one red indication. Insignificant delays.	0.00-0.59
B	STABLE FLOW	An occasional approach phase is fully utilized. Minimal delays.	0.60-0.69
C	STABLE OPERATION	Major approach phase may become fully utilized. Most drivers feel somewhat restricted. Acceptable delays.	0.70-0.79
D	APPROACHING UNSTABLE	Drivers may have to wait through more than one red signal indication. Queues develop but dissipate rapidly, without excessive delays.	0.80-0.89
E	UNSTABLE OPERATION	Volumes at or near capacity. Vehicles may wait through several signal cycles. Long queues form upstream from intersection. Significant delays.	0.90-0.99
F	FORCED FLOW	Represents jammed conditions. Intersection operates below capacity with low volumes. Queues may block upstream intersections. Excessive delays.	Not Applicable

FIGURE 8 - 7: EXISTING INTERSECTION LEVEL OF SERVICE "D" OR BELOW

Intersection	Level of Service	Volume-to-Capacity Ratio
El Camino/San Antonio	E	1.00
El Camino/Rengstorff	E	1.00
El Camino/El Monte ¹	E	0.98
Foothill/San Antonio	D	0.89
Foothill/El Monte	E	1.00
Foothill/Magdalena	E	0.97
Grant/Portland	D	0.89

¹ Outside city limits.

Critical areas of concern include LOS "D" and "E" intersections near areas with growth and/or redevelopment potential such as Downtown, Rancho Shopping Center, and the San Antonio Shopping Center. Those intersections with volume-to-capacity ratios of 1.00, as listed in Figure 8-7, page 115, are near or exceed capacity during portions of the day. Any potential improvements to the intersections along Foothill Expressway are limited by right-of-way constraints and the proximity of the adjacent intersections on side streets. Improvements to intersections along El Camino Real are potentially influenced by development taking place in adjacent communities and the location of buildings in close proximity to the street.

INVENTORY OF STREETS AND TRAFFIC CONTROL DEVICES

The number of through lanes on various roadway segments, and the location of traffic control devices are shown on Figure 8-8, page 117.

Lane configuration. The impacts on collector streets are encouraged by their cross-section design in adjacent communities. All collector streets in Los Altos are at least 2 lanes narrower than in adjacent cities where they often serve higher density or more intense lane use.

Traffic control devices. Figure 8-8 indicates the location and agency responsible for maintenance of existing signals, and the potential location of future signals.

The Los Altos Fire Department has a signal pre-emption system on all emergency vehicles. At present, the system works at three signalized intersections: San Antonio Road at Almond, San Antonio at Edith/Main, and San Antonio at Foothill Expressway.

Traffic signal coordination is provided for signals adjacent to Foothill Expressway at San Antonio Road, Main Street, and Edith Avenue because of conflicts and vehicle storage requirements at adja-

cent intersections. These side streets are tied in with the existing County signal system on Foothill Expressway.

TRANSIT SERVICE UNDERUTILIZED

City of Los Altos transit needs are served by the Santa Clara County Transit District, VANTRANS, and two private cab companies. Figures from the Santa Clara County Transportation Agency indicate transit use by Los Altos residents is below the 3.2% county-wide average and is projected to grow minimally to 4.6% of total trips by the year 2000. VANTRANS and the private taxi companies will have no effect in diverting single occupant auto trips; however, they will continue to serve the dependent and para-transit needs of the community.

Although transit is not a big factor in providing transportation to Los Altos residents, the existing service levels and coverage should be maintained. As the population of Los Altos ages, the demand for transit services in the community will grow.

Local service. The Santa Clara County Transit District serves the Los Altos area with six routes connecting major activity centers in the community and major regional destination points. There are no express bus routes or park-and-ride lots within the city, although two park-and-ride lots are close by at the San Antonio Shopping Center in Mountain View and off I-280 at Mora Drive in unincorporated Santa Clara County.

Transit routes utilize mainly north-south streets in Los Altos, with service centered on San Antonio, El Monte, Springer, and Grant Road. Foothill, Fremont, and Homestead are the only major east-west routes, with Homestead serving only a small portion of the community. The Downtown is served by routes on San Antonio and First Street. The City has requested that Main Street not be included in bus route planning.

Data from the Santa Clara County Transit District indicated 95 bus stop locations within the Los Altos

FIGURE 8 - 8: THROUGH LANES AND TRAFFIC CONTROL DEVICES



SOURCE: DKS Associates Circulation Study, 1986



area, and an average weekday ridership of just over 1,000 boardings for 530 stops. However, 30 percent of the boardings occur on El Camino Real, indicating either non-resident transfers or a high percentage of residents who are transit-dependent.

Routes are on one-half to one mile spacings, requiring a maximum walking distance of one-fourth to one-half mile to use transit. The areas outside the one-fourth mile service boundaries are south of Foothill, west of San Antonio, between San Antonio and El Monte, and between El Monte and Springer, as shown by the shaded areas in Figure 8-9, page 119.

The Santa Clara County Transit District is considering changes to the routes and schedules of buses in the Los Altos, Mountain View, and Palo Alto areas. The major changes are scheduled for implementation in 1987. They include a minor reduction in local service levels as part of Route 24 is relocated from local collectors and local streets to I-280. This will not drastically change the level of transit activity. Route 50 is proposed to be modified to provide more direct routing and reduced "headways" (time between buses). No other service or schedule changes are being proposed at this time that affect Los Altos.

Coordination of regional transit services with County Transit is a key to providing comprehensive transportation throughout the South Bay. Coordination with BART, Samtrans, and CalTrain provides regional trunk line service to major activity centers from other cities. County Transit bus route 22 is a regional service from a park-and-ride lot in East San Jose to the regional transit center in Palo Alto. The route uses El Camino Real (SR 82) along the northern edge of Los Altos. In Palo Alto, the Samtrans system takes the bus route north through the Peninsula.

TRANSIT DEPENDENT

Santa Clara County used 1980 census data to determine relative level of transit dependency for each census tract under four categories:

- a. Individuals 17 years and younger;

- b. Individuals 64 years and older;
- c. Families with incomes below poverty level;
- d. Households without automobiles.

Three census tracts in Los Altos met the threshold criteria for transit dependent status based on category "b." This information recognizes the growing trend and the need in the community to provide transit service to the aging population.

Santa Clara County Transit District. County Transit provides regular public transit service and has developed a program emphasizing lift-equipped service on regular routes and reduced fares for elderly and handicapped riders and their attendants. County Transit does not operate any special paratransit services exclusively for elderly and handicapped passengers.

VANTRANS is operated by the Community Services Agency to serve the transportation needs of the elderly and handicapped in Mountain View, Los Altos, and Los Altos Hills.

VANTRANS combines a medically-oriented priority transportation service with other non-priority support trips including group excursions. VANTRANS has two vans with lifts and one car. They are expecting one more van and one station wagon to help meet demand. VANTRANS also contracts out to the Saint Claire Transportation Company and Bay Cab Company. The Saint Claire Transportation Company provides lift-equipped vans for the handicapped.

BICYCLES AND PEDESTRIANS

Emphasis on the movement of people has been shifting toward providing alternatives to continued automobile use. There is a growing awareness of the need to conserve energy, reduce air pollution, and provide alternative transportation for those without automobiles or who prefer not to drive.

The City's bicycle and pedestrian programs typically are an outgrowth of the "safe routes to school"

FIGURE 8 - 9: MAJOR ACTIVITY AREA AND TRANSIT ROUTES



programs. However, the network of cycling facilities has greatly increased since the 1974 General Plan which shows bike lanes existing only on San Antonio Road. A good system of identified bike facilities serves Los Altos residents and provides a catalyst for future facility construction and use. Additionally, the need for education and public awareness programs within the community has been raised. These programs would inform the community of the rights and responsibilities of motorists and cyclists, along with identifying existing facilities for local use.

Planning for future bicycle facility needs should place priority on linking major activity centers (*i.e.*, shopping centers, Downtown, schools, Foothill College) and in connecting the system to intra-city and inter-city facilities. All future facilities should consider the safety of cyclists in their location and designation and should meet minimum Caltrans standards for design and installation.

Bicycle facility design and location. All cycling activity falls into two major categories — recreational and utilitarian. Persons engaged in these have different goals and objectives. As a result, many elements of bikeway planning and design must respond to different needs within each category. For recreational cyclists, *i.e.*, tourists and physical fitness and pleasure riders, the trip itself is the objective. Scenic routes with curves, overlooks, points of interest, and even hills to add challenge are desirable features of the recreational facility. For the utilitarian cyclist, the objective is not the trip, but reaching a specific destination such as employment, school, home, store, or community activity center. The Transportation 2000 bicycle element indicates that 2.8 percent of Los Altos residents commute to work by bicycle. This is a larger percentage than those using transit.

One of the most influential determinations in the location of a bikeway facility is the level of design. Three classifications of bikeways are provided in Los Altos as shown in Figure 8-10 on page 121 and are described as follows:

- Class I: Exclusive bikeway consisting of a separate “off street path” out of the vehicle travel way. (Only one short section of the Hetch Hetchy path exists as a Class I facility in Los Altos.)
- Class II: “On street lane” delineated and separated from the vehicle travel way, usually by painted lines.
- Class III: “Signed bike route” sharing the street proper with moving and parked vehicles.

Additionally, several local neighborhood access routes are shown on Figure 8-10 where there are easements and recognized pathways for neighborhood access. These routes are not meant to be designated bike facilities.

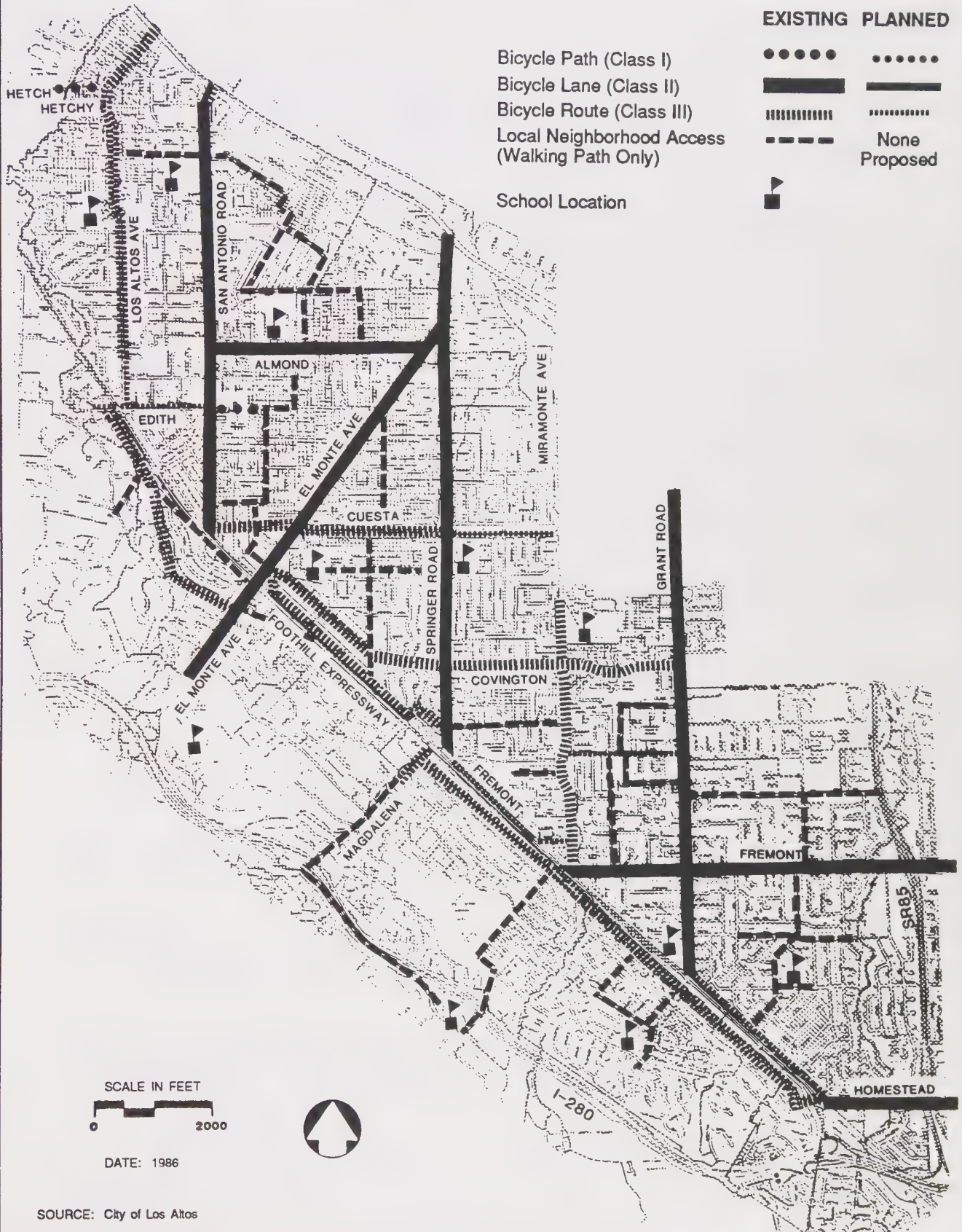
PEDESTRIAN FACILITY DESIGN AND LOCATION

Planning for pedestrian facilities has focussed on areas of high pedestrian activities and preferred routes to school. Since Los Altos has a rural character, few sidewalks have been constructed to link activity centers. This does not appear to have caused a safety problem on low volume residential streets.

Commercial area activities are linked by sidewalks within the immediate areas of the commercial zone. Such areas include Downtown, Loyola Corners, and along El Camino Real. Traffic volumes, parked vehicles, and driveways necessitate separate facilities for pedestrians in commercial retail areas. The linking of major activity centers in Los Altos with sidewalks would likely encourage pedestrian use but would not have much impact in reducing transportation needs.

The local “neighborhood access” routes shown on Figure 8-10, when combined with preferred routes to school, provide a good base of desirable walking locations. Most streets identified as access routes are

FIGURE 8 - 10: BIKEWAYS PLAN



low volume or provide a direct connection between access routes by way of a separate path or easement. These locations offer a pleasant surprise to users, and a convenient shortcut for school and neighborhood access. Safe crossings of major streets are provided at marked and/or signalized locations.

PARKING ANALYSIS

Parking in Los Altos is related to the trip generation rate of the underlying land use and falls under three categories: Downtown commercial area parking, other commercial area parking (*i.e.*, Loyola Corners and North Entry), and residential parking. (See Figure 8-11, below.) While some of these parking categories can have an impact on others, generally they are treated individually when issues arise. Parking availability remains an issue in the Downtown area and to a lesser extent in outlying commercial areas. Parking obtrusiveness caused by auto storage and spill-over is an issue for residential and neighborhood commercial areas. Auto ownership has become a parking issue in Los Altos as families owning multiple vehicles rely on the street to park cars and recreational vehicles.

Downtown. A recently completed study of Downtown parking has identified a time of day shortage for parking in the Downtown area. Approximately 3,600 parking spaces are available in the Downtown triangle (zones 1 through 3, Figure 8-12, page 123). Of these, approximately 1,600 are available on- and off-street for general public use. The remaining 2,000 stalls are on private property. A program by the City to reconfigure parking layouts in the existing public lots will add approximately 110 spaces Downtown, enough to overcome shortages in the near term.

Future development in the Downtown triangle will create a demand for approximately 1,000 additional stalls. Assuming that the ratio of public to private spaces is to remain a constant 45/55%, an additional 450 public spaces will be needed. This amount of parking would require a structure and would be equivalent to providing a single deck on all of the north parking plaza. A comprehensive program of parking supply, management, and enforcement should be adopted for Downtown to meet future needs.

FIGURE 8 - 11: TRIP GENERATION RATES

Land Use	ADT Rate	PM Peak Hour Rate ¹	
		In	Out
<u>Office</u>	18 Trips/KSF ²	0.4 Trips/KSF	2.4 Trips/KSF
<u>Retail</u>			
Regional	65 Trips/KSF	3.0 Trips/KSF	3.0 Trips/KSF
Neighborhood	120 Trips/KSF	5.8 Trips/KSF	5.8 Trips/KSF
<u>Residential</u>			
Multifamily	6 Trips/DU ³	0.4 Trips/DU	0.2 Trips/DU
Single family	10 Trips/DU	0.7 Trips/DU	0.3 Trips/DU
Elderly	3 Trips/DU	0.1 Trips/DU	0.2 Trips/DU

¹ 5-6 p.m.

² KSF = Thousands of Square Feet

³ DU = Dwelling Unit

Source: Institute of Traffic Engineers, Code 711, *Trips per Thousand square feet for offices less than 100,000 GSF*, Third Edition, Washington, D.C., July 1984.

FIGURE 8 - 12: PM PEAK HOUR TRIP GENERATION BY SITE LOCATION

Zone Location Number	Name	Alternative 1			Alternative 2		
		Land Use		Pk. Hr. Trips	Land Use		Pk. Hr. Trips
1	Downtown North	44	KSF ¹ Office	124	30	KSF Office	84
		28	KSF Retail	168	19	KSF Retail	114
		106	DU ²	<u>64</u>	106	DU	<u>64</u>
				355			262
2	Downtown Central	37	KSF Office	104	23	KSF Office	65
		61	KSF Retail	<u>366</u>	61	KSF Retail	<u>366</u>
				470			431
3	Downtown South	36	KSF Office	101	21	KSF Office	59
		30	KSF Retail	<u>180</u>	16	KSF Retail	<u>96</u>
				281			157
4	San Antonio, East of Downtown	72	KSF Office	202	10	KSF Office	28
5	Cuesta East of San Antonio	20	KSF Office	56	00	KSF Office	0
		176	DU	<u>106</u>	204	DU	<u>122</u>
				162			122
6	El Camino North	22	KSF Office	62	22	KSF Office	62
		94	KSF Retail	<u>564</u>	94	KSF Retail	<u>564</u>
				626			626
7	Sherwood Triangle	21	KSF Office	59	21	KSF Office	59
		46	KSF Retail	276	46	KSF Retail	276
		15	DU Removed	<u>- 9</u>	15	DU Removed	<u>- 9</u>
				326			326
8	El Camino South	123	KSF Office	346	123	KSF Office	346
		26	KSF Retail	156	26	KSF Retail	156
		162	DU	<u>97</u>	162	DU	<u>97</u>
				599			599
9	Rancho Shopping	8	KSF Office	22	2	KSF Office	6
		40	KSF Retail	<u>465</u>	8	KSF Retail	<u>93</u>
				487			99
10	Loyola Corners	47	KSF Office	132	21	KSF Office	59
		45	KSF Retail	522	21	KSF Retail	244
		23	DU	<u>14</u>	23	DU	<u>14</u>
				668			316
11	Grant at Arboretum	30	KSF Office	84	12	KSF Office	34
		42	KSF Retail	<u>487</u>	18	KSF Retail	<u>209</u>
				571			243
12	Foothill at 280	12	KSF Retail	135	0	KSF Retail	0
13	Altos Oaks	78	KSF Office				
14	Grant/Thurston (Giffra property)	88	DU	53	88	DU	53
15	L.A. County Club	75	DU	<u>75</u>	75	DU	<u>75</u>
TOTAL TRIPS				5,529	3,259		

¹ KSF = thousands of square feet ² DU = Dwelling Unit

Outlying parking. Parking in outlying commercial areas is not as critical as Downtown but presents occasional problems in areas such as Rancho Shopping Center and Loyola Corners. Future development scenarios for outlying areas must consider the implications of developing parking on-site—i.e., the relation of building mass to amount of surface area devoted to parking. Special consideration should be given to architecture and aesthetics in providing underground or structure parking.

Residential parking. This has been a concern because it can be unsightly and interfere with pedestrian and bicycle movement. Problem areas are quite specific; the problem is not community-wide. Parking ordinances should be enforced as determined necessary to ameliorate the situation.

TRAFFIC MODEL

As Los Altos moves closer to full development, and external traffic demands continue to put pressure on the local street system, potential problem areas need to be identified, and improvements or other changes need to be programmed where necessary to accommodate future traffic. The citywide circulation goals and policies (listed at the end of this chapter) establish desired traffic conditions, and were used in evaluating the city's existing road network. Improvements have been identified and incorporated into an implementation program based on this analysis. A network model has been established for the city to translate alternative General Plan land use patterns and intensities into projected intersection Levels of Service, thus measuring the effectiveness of the existing and recommended roadway networks to handling future traffic projections.

The Traffic Analysis on Computer Software (TRACS) model was utilized to simulate and project future traffic conditions in Los Altos at an intersection level of detail. The model inputs vehicle trips for each identified land use change or redevelopment area as a function of land use activity. The vehicle trips are then distributed according to travel patterns identified in the T2000 County-wide transpor-

tation planning study. Traffic volumes as assigned by the model are evaluated for each intersection, and operating efficiencies are measured to determine Level of Service for each intersection.

The TRACS model is a highly responsive, human-oriented traffic forecasting program designed for use with the IBM PC and PC-compatible microcomputers. The model is useful for identifying, tracing, and evaluating the impacts of numerous land use alternatives. The model uses the FHWA Highway Capacity Manual method of evaluating impacts at specific intersections, and a matrix identifies how each of several developments contribute to traffic added at each intersection in the study area. Using the TRACS model and projected land uses, goals, and policies in this chapter, future traffic volumes and impacts were analyzed, deficiencies identified, and mitigations recommended.

The TRACS model is a tool for predicting future development impacts and cumulative traffic growth in the community. The model is based on existing travel patterns and traffic trends, and should be updated on a periodic basis (every 5 years) to verify land use and traffic growth assumptions. Two alternative land use plans were developed in response to the build-out analysis on page 43. In turn, the preparation of acceptable land use alternatives and Floor Area Ratios (FARs) was based on the traffic model output.

The difference between Alternatives 1 and 2 on Figure 8-12 is that Alternative 1 assumes that all commercial areas will continue to be built-out under existing regulations which allow Floor Area Ratios up to 2.0; whereas Alternative 2 reflects a proposal to restrict Floor Area Ratio in neighborhood commercial areas and portions of Downtown to 0.35.

APPLYING THE MODEL

The model is based on actual turning movements counted at 39 intersections citywide. These intersections were selected because of existing traffic control (signal or 4-way stop) and include potential loca-

tions for future traffic signals. Once the base model of nodes (intersections) and paths (streets) was established, and zones (areas of development) were identified, the TRACS model assigned trips to the coded network based on the land use alternatives provided. The land use alternatives were quantified into dwelling units, employees, and other measures of activity. Land use was then translated into total trips, by zone, to analyze potential traffic impacts. Several iterations of land use alternatives were developed and examined in preparing the two build-out scenarios for comparison.

TRIP GENERATION

The trip generation rates for office, retail, and residential units that were used to determine the PM peak hour volumes generated into and out of the zones are shown in Figure 8-11, page 122. These trip generation rates are based on nationally recognized standards published by the Institute of Transportation Engineers.

For trip generation purposes, the Downtown area was considered a regional shopping center because its specialty shops and atmosphere attract a high percentage of out-of-town shoppers. The retail uses along El Camino also were considered to have regional attraction for modeling purposes. The shopping centers and plazas along Foothill Expressway were considered as neighborhood commercial because the clientele is localized. Each site or zone is aggregated by predominant land use for the calculation of PM peak hour trip generation rates as shown in Figure 8-11. Zones 13 and 14 were added in order to analyze the Giffra property (Zone 13) and the effect of adding 75 residential units at the Los Altos Country Club (Zone 14).

The difference in land use intensities between Alternatives 1 and 2 represents a 38 percent reduction in trip generation. The total number of trips generated drops from 5,529 trips to 3,429. A trip is defined as a one-directional vehicular movement either entering or leaving a land use zone or site.

MODEL NETWORKS

Two model networks were developed for the Los Altos General Plan—one for Downtown and one for the citywide analysis. The Downtown model consists of zones 1, 2, 3, and 4, while the citywide model encompasses all zones including the Downtown zones. The model was developed using three subsequent steps to project trips from each zone (site) to destinations (gateways) for external (outside of Los Altos) and internal (local resident) trips. A gateway is defined as an entry/exit point for vehicle trips in the model.

Step 1: All sites (zones) and vehicle destination points (gateways) are defined.

Step 2: All trips are assigned to a street (path) connecting gateways to zones. A series of paths projects traffic through intersections (nodes) for evaluation.

Step 3: Intersection geometrics are defined to examine existing and/or potential lane configurations. Levels of Service are calculated for each intersection based on existing volumes plus any assigned trips from step 2.

TRIP DISTRIBUTION AND ASSIGNMENTS

Trips are distributed along paths to gateways to and from traffic zones based on the amount of external versus internal trip generation (outside versus inside the study area). The distribution of external trips is based on the population served from each major arterial gateway. Internal trips were distributed to the closest internal gateways representing local neighborhood trips.

Cumulative or “background” traffic was assigned to major roadways only, and based on the traffic growth projections provided in Figure 8-4. Arterial street volumes were increased by 11.8% to the year 2000 to establish the cumulative base volumes for the build-out analysis.

FUTURE OPERATIONAL IMPACTS

The modeling results are provided in Figure 8-13, page 127, Intersection Level of Service Analysis for the following conditions:

- Existing Conditions
- Existing Conditions + Cumulative Base (Background traffic growth)
- Existing Conditions + Cumulative Base + Development Alternative 1
- Existing Conditions + Cumulative Base + Development Alternative 2

The model, and the following discussion, are based on the Draft Plan submitted in June 1987 and do not reflect subsequent changes in land use designations.

All conditions evaluated assumed existing geometrics with no mitigation in place. Figure 8-13 indicates that traffic increases are projected to affect primarily the major arterial routes such as San Antonio Road, Foothill Expressway, and El Camino Real. Those intersections not in conformance with the performance standards established in Program 5 of this chapter are noted for each condition evaluated in Figure 8-13. Program 5 states:

“Maintain a minimum Level of Service “C” on all streets except where level of service “D” would be the minimum level of service for specific periods each day.” Essentially that means “maintain LOS C except on Foothill Expressway, El Camino Real, San Antonio, and Grant Road.”

The growth in background traffic will have significant impacts primarily on crosstown routes such as San Antonio Road and Grant Road regardless of the level of development in Los Altos itself. Outside development pressures over the next few

years will likely cause additional intersections to fall below acceptable levels of performance. In addition to the 5 intersections listed on Figure 8-13 in the “existing conditions” column as operating below the City’s performance standards, three intersections are projected to fall below performance standards with the addition of background traffic projections under the “Cumulative Growth” conditions. They include: (6) San Antonio/Foothill, (21) Springer/El Monte, and (31) Grant/Portland.

Figure 8-13, Alternative 1, lists 23 intersections at LOS “D” or below, with 16 locations not meeting the performance standards. Alternative 2 lists 18 intersections at LOS “D” or below, with 12 locations not meeting the performance standard. A comparison of Level of Service performance is provided in Figure 8-14, page 128 for each study condition.

Intersection (32), Grant and Fremont, has been discussed as a capacity problem based on delays encountered in passing through the intersection. However, Grant and Fremont does not show up as a Level of Service problem until additional development takes place at Loyola Corners as provided in Land Use Alternative 1. To relieve the delay and stacking problems at this location and also at location (28), Fremont and A Street, would likely require widening the existing bridge or constructing a second overpass of Foothill Expressway connecting to Miramonte Avenue.

NEEDED IMPROVEMENTS TO EXISTING FACILITIES

The traffic model analysis identified intersections requiring mitigation to meet the community performance standards identified in Program 5 of this chapter. The identification of mitigating measures and revised Levels of Service for land use Alternatives 1 and 2 are provided in Figure 8-15, page 128. Alternative 2 was offered as a land use mitigation to traffic impacts associated with the build-out of Los

FIGURE 8-13: MODEL RUN RESULTS — INTERSECTION “LEVEL OF SERVICE” ANALYSIS

Number	Intersection	Existing Conditions	With Cumulative	LAND USE ALTERNATIVES	
				Number 1	Number 2
1	Foothill Expy & Edith	0.67 B	0.73 C	0.77 C	0.77 C
2	Foothill Expy & Main	0.68 B	0.73 C	0.80 D	0.76 C
3	Los Altos & El Camino	0.72 C	0.79 C	0.86 D	0.85 D
4	Los Altos/First & Edith	0.36 A	0.36 A	0.56 A	0.50 A
5	First & Main	0.59 A	0.63 B	0.71 C	0.69 B
6	San Antonio & Foothill Expy	0.89 D	0.98 E ²	1.16 F ²	1.12 F ²
7	San Antonio & First/Cuesta	0.57 A	0.61 B	0.80 D	0.75 C
8	San Antonio & Edith	0.62 B	0.66 B	0.82 D	0.77 C
9	San Antonio & Almond	0.74 C	0.78 C	0.93 E ³	0.89 D
10	San Antonio & Portola	0.59 A	0.64 B	0.77 C	0.76 C
11	San Antonio & Sherwood	0.64 B	0.71 C	0.85 D	0.83 D
12	San Antonio & El Camino	1.00 E ¹	1.15 F ¹	1.42 F ¹	1.38 F ¹
13	Showers & El Camino	0.63 B	0.67 B	0.76 C	0.75 C
14	Rengstorff & El Camino	1.00 E ¹	1.08 F ¹	1.17 F ¹	1.17 F ¹
15	El Monte & El Camino ⁴	0.98 E ¹	1.09 F ¹	1.18 F ¹	1.17 F ¹
16	El Monte & Summerhill	0.56 A	0.62 B	0.70 C	0.68 B
17	El Monte & University	0.69 B	0.75 C	0.82 D ³	0.80 D ³
18	El Monte & Foothill Expy	1.00 E ¹	1.15 F ¹	1.37 F ¹	1.32 F ¹
19	El Monte & Covington	0.35 A	0.35 A	0.41 A	0.38 A
20	El Monte & Cuesta	0.67 B	0.73 C	0.79 C	0.77 C
21	Springer & El Monte	0.72 C	0.80 D ²	0.85 D ²	0.83 D ²
22	Springer & Cuesta	0.52 A	0.56 A	0.63 B	0.60 B
23	Springer & Covington	0.43 A	0.46 A	0.55 A	0.48 A
24	Springer/Magdalena & Foothill	0.97 E ¹	1.05 F ¹	1.30 F ¹	1.18 F ¹
25	Magdalena & I-280 Ramps	0.23 A	0.26 A	0.29 A	0.27 A
26	Miramonte & Cuesta ⁴	0.49 A	0.51 A	0.53 B	0.53 A
27	Miramonte & Covington	0.64 B	0.70 C	0.78 C	0.74 C
28	A Street & Fremont	0.45 A	0.50 A	0.64 B	0.56 A
29	Miramonte & Fremont	0.57 A	0.63 B	0.74 C	0.68 B
30	Grant & Covington	0.57 A	0.62 B	0.67 C	0.64 B
31	Grant & Portland	0.89 D	0.98 E ²	1.04 F ²	1.01 F ²
32	Grant & Fremont	0.73 C	0.82 D	0.94 E ³	0.87 D
33	Fallen Leaf & Fremont	0.68 B	0.75 C	0.85 D ³	0.79 C
34	Grant/St. Joseph & Foothill	0.77 C	0.83 D	0.99 F ³	0.94 E ³
35	Arboretum & Foothill Expy	0.53 A	0.58 A	0.80 D	0.70 C
36	Homestead/Vineyard & Foothill	0.75 C	0.77 C	0.93 E ³	0.86 D
37	I-280 Ramp & Foothill Exp	0.75 C	0.83 D	0.98 E ³	0.90 E ³
38	San Antonio & Main	0.51 A	0.55 A	0.65 B	0.63 B
39	Grant & Bryant	0.71 C	0.80 D	0.84 D	0.82 D
40	Edith/Main & San Antonio	0.65 B	0.84 D	1.01 F ³	0.95 E ³

Reason below LOS performance standard:

- 1 Existing Condition
- 2 With Cumulative Traffic Growth
- 3 With Alternative Land Use

4 In Mountain View city limits.

FIGURE 8 -14: LEVEL OF SERVICE COMPARISON BASED ON FIGURE 8 -13

<u>Condition</u>	<u>Level Of Service</u>						<u>Intersections Below LOS Standard</u>
	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>	
1. Existing Conditions	15	10	8	2	5	0	5
2. Cumulative Background	9	8	10	6	2	5	8
3. Alternative 1	4	4	9	10	4	9	16
4. Alternative 2	6	6	10	8	7	9	12

Altos as provided in Alternative 1. The main difference between Alternatives 1 and 2 is that Alternative 2 requires mitigation at four fewer intersections than Alternative 1; and Alternative 2 would allow Grant Road to remain a two-lane facility in Los Altos. No mitigation is required for Alternative 2 land uses at the following locations (all other mitigations listed in Figure 8-15 apply to both land use alternatives):

- (9) San Antonio and Almond
- (32) Grant and Fremont
- (33) Fallen Leaf and Fremont
- (36) Homestead/Vineyard and Foothill

In addition to the four intersections not requiring mitigation under Alternative 2 listed above, four intersections requiring mitigation fall within the jurisdiction of Los Altos:

- (17) El Monte and University
- (21) Springer and El Monte
- (31) Grant and Portland
- (40) Edith/Main and San Antonio

All other intersections requiring mitigation are under joint control with adjoining communities and/or Caltrans and Santa Clara County. No mitigation was proposed for El Monte and El Camino

since this intersection is completely within Mountain View's jurisdiction.

Three intersections have been identified as "unable to mitigate" under existing conditions without the construction of an interchange/overpass. A statement of overriding considerations based on the environmental consequences of constructing an overpass would have to be provided for the following intersections:

- (12) San Antonio and El Camino
- (14) Rengstorff and El Camino
- (24) Springer/Magdalena and Foothill

Both alternatives would require the addition of three through-lanes in each direction on Foothill Expressway. Any statement of overriding concerns must consider the impacts of traffic delay and congestion on the environment. Additional traffic lanes can be accommodated on Foothill Expressway within the existing right-of-way. Suitable alternatives must be provided to accommodate displaced bicyclists.

Grant Road would require widening to four lanes under Alternative 1. Some intersection widenings (e.g., Grant and Portland) will be necessary under Alternatives 1 and 2.

FIGURE 8 - 15: PROJECTED MITIGATIONS AND REVISED LEVELS OF SERVICE, BY ALTERNATIVE

No.	Location	Mitigation Required	Level of Service			
			Alternative 1		Alternative 2	
			Projected	Revised	Projected	Revised
6	San Antonio & Foothill	Add 3rd thru lane each direction on Foothill, add left turn lane on San Antonio SB for triple left.	1.16 F	0.78 C	1.12 F	0.75 C
9	San Antonio & Almond	Add NB right turn lane.	0.93 E	0.84 D	0.89 D	No Mitig. Required
12	San Antonio & El Camino	Not mitigable, add left turn lane NB for dual left turns.	1.42 F	1.12 F ¹	1.38 F	1.09 F ¹
15	El Monte & El Camino	Not mitigable, requires 4 thru lanes each direction on El Camino.	1.18 F	0.99 E ¹	1.17 F	0.98E ¹
17	El Monte & University	Add EB right turn lane.	0.82 D	0.77 C	0.80 D	0.76 C
18	El Monte & Foothill	Add 3rd thru lane each direction on Foothill & 3rd lane SB on El Monte. Add NB thru/left on El Monte.	1.37 F	0.98 E ¹	1.32 F	0.95 E ¹
21	Springer & El Monte	Add EB left turn lane for dual lefts.	0.85 D	0.70 C	0.83 D	0.68 B
24	Springer/Magdalena & Foothill	Not mitigable, requires 3rd thru lane each direction on Foothill NB & SB right turn lanes and SB dual lefts.	1.30 F	0.93 E ¹	1.18 F	0.86 D
31	Grant & Portland	Add 2nd thru lane each direction on Grant, & signalize.	1.04 F	0.59 A	1.01 F	0.57 A
32	Grant & Fremont	Add 2nd thru lane each direction on Grant.	0.94 E	0.82 D	0.87 D	No Mitig. Required
33	Fallen Leaf & Fremont	Add 2nd thru lane each direction on Fremont.	0.85 D	0.47 A	0.79 C	No Mitig. Required
34	Grant & Foothill	Add 3rd thru lane each direction on Foothill and EB left turn for dual lefts.	0.99 E	0.80 D	0.94 E	0.76 C
36	Homestead/Vineyard & Foothill	Add 3rd thru lane each direction on Foothill.	0.93 E	0.83 D	0.86 D	No Mitig. Required
37	I-280 Ramp & Foothill	Add 3rd thru lane each direction on Foothill.	0.98 E	0.81 D	0.90 E	0.74 C
40	Edith/Main & San Antonio	Add EB left on Edith for dual lefts.	1.01 F	0.86 D	0.95 E	0.82 D

¹ Mitigations cannot reasonably provide for acceptable Level of Service

NB = Northbound SB = Southbound EB = East Bound LOS = Level of Service Mitig. = Mitigation

GOALS, POLICIES, AND PROGRAMS

EFFICIENCY AND SAFETY

Goal 1: Provide for convenient and safe vehicular travel throughout Los Altos.

Goal 2: Maintain a system of major streets and roadways bounding but not penetrating residential areas, supplemented by a system of accessible regional rapid transit, highways, expressways, and freeways.

Policies:

1. In the major street and road system, the City shall make the most use of existing major streets and roads, minimizing the need for additional right-of-way and street widening.
2. The City discourages regional and subregional traffic from passing through the community.
3. The City shall discourage traffic from using local streets to bypass congested intersections.
4. The City shall promote improvement and maintenance of all regional highways, expressways, and freeways in the area, consistent with other circulation policies.
5. The City shall seek to enhance nighttime driving safety in the community.
6. The City shall require developers to provide street and facility improvements commensurate with the impacts of their development.
7. The City shall provide adequate maintenance of local streets and roadways.
8. The City shall insure that Los Altos residential streets maintain their pleasant, semi-rural appearance.

9. The City shall cooperate with adjacent communities to maintain adequate service levels at shared intersections.
10. The City shall support the proposed widening of Highway 280 south of Magdalena.
11. The City shall support the widening of SR 85 between Stevens Creek and US 101 as a higher priority than its extension to US 101 south of Bernal Road.
12. The City shall oppose significant widening of arterials within Los Altos.
13. The City shall oppose the widening of Foothill Expressway, except between San Antonio Road and El Monte.
14. The City shall support the installation of a county-wide commuter lane network and shall encourage rideshare programs.
15. The City shall maintain residential street travel widths consistent with safe residential use of streets and with maintaining neighborhood character.
16. The City shall cooperate with regional agencies to promote area-wide transportation solutions, and actively participate in area-wide planning studies and agencies.
17. The City shall discourage construction of private streets.
18. The City shall investigate solutions to improve circulation in the Loyola Corners area.

Programs:

1. **Circulation Plan.** Adopt the Circulation Plan as a part of the City's General Plan, consisting of Figure 8-1 and accompanying text as the classification of Los Altos roadways and Figure 8-10, the Bikeways Plan.

2. **Coordinate traffic signal progression.** Coordinate traffic signal progression with the State, County, and adjacent communities where feasible.
3. **Coordinate traffic flow.** Coordinate methodology for handling traffic flow with adjacent communities, within the City's policies and standards.
4. **Level of Service (LOS) standards.** Develop a standard for acceptable Levels of Service and environmental levels of service on local streets and roadways.
5. **LOS minimum.** Maintain a minimum Level of Service "C" on all streets except where Level of Service "D" would be the minimum Level of Service for specific periods each day.
6. **Level of Service "D."** List those intersections at LOS "D" or below that need early or special attention.
7. **Bus loading areas.** Provide loading areas or pull-outs for buses, so as to improve traffic flow on major streets where practical and feasible.
8. **Coordinate with Santa Clara County Transit District.** Coordinate the location and placement of transit pull-outs with the Santa Clara County Transit District.
9. **Operating standards.** Adopt operating standards and thresholds for impact studies. (When environmental impact reports are prepared for development projects, the City should have thresholds in place, in order to appropriately require any mitigations.)
10. **Mitigation programs.** Develop mitigation programs to reduce traffic diversion to local residential streets.
11. **Loyola Corners.** Improve circulation in the Loyola Corners area.
12. **Downtown.** Improve circulation Downtown.
13. **Areas of traffic concern.** Identify specific sites of traffic concern.
14. **Street lighting.** Examine nighttime accident rates and complaints in order to selectively locate street lighting.
15. **Street maintenance standards.** Establish standards for private street maintenance.
16. **Homeowner maintenance.** Improve homeowner association maintenance of private streets.
17. **Street design standards.** Revise and/or adopt street design standards, focused on safety, landscaping, neighborhood character, and pedestrian use and scale.
18. **Excess right-of-way.** In areas where excess right-of-way is inconsistent with residential street design standards, consider programs to help create consistency.
19. **Level of Service agreements with adjacent communities.** Identify minimum Levels of Service for intersections shared with adjacent communities and pursue agreements with adjacent communities to maintain those intersections at the agreed upon Level of Service.
20. **Monitor traffic at critical intersections.** Periodically count the traffic volumes at critical intersections in Los Altos, and re-run the data on the City's traffic model. Evaluate the results and report to the City Council.
21. **Reassess assumptions of background growth.** Reassess every 5 years the assumptions of background growth (employment and traffic growth in Santa Clara County) and its effect on Los Altos traffic.

22. **Traffic study policy.** Formulate and adopt a consistent policy for requiring traffic studies for new development or redevelopment.
23. **Truck routes.** Recognize and enforce Foothill Expressway, Highway 280, El Camino Real, and El Monte Between Foothill Expressway and Highway 280 as the City's truck routes.
24. **Signal synchronization.** Provide for traffic signal synchronization where necessary to improve traffic flow.

NEIGHBORHOOD PARKING

Goal 3: Reduce the amount of on-street parking in residential areas.

Policies:

19. The City shall develop standards to encourage off-street parking in residential areas.
20. The City shall consider restricting overnight parking on selected residential streets.
21. The City shall enforce regulations prohibiting parking of commercial, recreation, and inoperable vehicles.

Programs:

25. **Overnight residential parking restrictions.** Consider an ordinance to place overnight parking restrictions on selected residential streets. Identify residential areas and specific streets on which on-street parking will be restricted.
26. **On-site covered parking.** Require on-site covered parking in review of alterations to existing residential structures.

PARKING IN COMMERCIAL AREAS

Goal 4: There should be an adequate supply of parking Downtown and in other com-

mercial areas to accommodate patron and employee needs.

Policies:

22. The City shall seek to reduce long-term and employee parking demand in the Downtown core area.
23. The City shall establish methods for providing for existing and future parking demands in the Downtown and other commercial areas in an economically feasible and aesthetically pleasing manner.
24. Parking that is close to destinations shall be targeted for short-term (customer) parking; outlying parking (edge of Downtown, but not in neighboring residential areas) shall be targeted for long-term (owner and employee) parking.
25. The City shall encourage aesthetically designed above-ground/underground parking to ensure that parking requirements are adequately met.

Programs:

27. **Parking management program.** Develop parking management programs in the Downtown area and Downtown core, and in other commercial areas. (This program would detail times of use, costs of parking, shared parking, employee parking, and other parking needs for commercial lots.)
28. **Short-term commercial parking.** Provide for an adequate supply of short-term parking in commercial retail zones.
29. **Regulations for commercial deliveries.** Regulate the time of day and locations for commercial deliveries in all commercial areas.
30. **Parking impact fees.** Require parking impact fees for new construction or redevelopment.

31. **Parking assessment districts.** Use parking assessment districts and/or powers to expand Downtown parking and provide parking for other commercial areas.
32. **Underground/above-ground parking.** Undertake a study to assess the feasibility of underground/above-ground parking Downtown.
33. **Commercial parking lots.** Regulate commercial parking lots to protect residential neighbors to include times and location of commercial delivery and garbage collection, overnight parking, and other unauthorized use.

BICYCLES AND PEDESTRIANS

Goal 5: Provide convenient and safe movement of non-motorized traffic in Los Altos to meet the commuter and recreation needs of the community.

Policies:

26. The City shall provide for safe and convenient pedestrian connections to Downtown, other commercial districts, and major activity centers in the community.
27. The City shall establish priorities for bicycle and pedestrian improvements and include them when funding transportation-related projects.

Programs:

34. **Bikeways plan.** Update and adopt Figure 8-10, Bikeways Plan, as part of the Circulation Plan. The bikeways plan is an overall system of trails and all-weather bikeways/bike lanes, specially marked streets, and bicycle and pedestrian trails. Integrate bikeways, trails, and pedestrian way plans and funding to coordinate implementation.

35. **Safe bicycle routes.** Work with schools to continue to provide for the designation of safe bicycle and pedestrian routes to all schools.
36. **Pedestrian safety.** Monitor and improve pedestrian safety.
37. **Provide amenities for bicyclists.** Provide for bicycle amenities such as bike racks and trip signals.
38. **Maintenance program for bicycle facilities.** Continue to maintain bikeways.
39. **Bicycle parking standards.** Develop standards for bicycle parking.
40. **Community awareness of bicycle routes.** Develop a community awareness program to encourage local use of established Los Altos bicycle routes.
41. **Bicycle paths to adjacent facilities.** Promote the use of bicycle paths that tie into adjacent community and County facilities.
42. **Community awareness for bicycle and pedestrian safety.** Include bicycle and pedestrian safety and enforcement when developing community awareness programs.
43. **Additional bikeways.** Evaluate Loucks Avenue, Hawthorne Avenue, and other routes frequently utilized by bicyclists for inclusion in the Bikeways Plan.

TRANSIT

Goal 6: Promote a transit system adequate to meet the mobility requirements of Los Altos residents, accessible and convenient to transit-dependent individuals.

Policies:

28. The City shall promote expansion of regional public transportation.

29. The City shall promote convenient and direct service to regional transit connections (BART, CalTrain, *etc.*), to airports, and to activity centers.
30. The City encourages the use of smaller buses to minimize environmental impacts on residential areas.
31. The City shall encourage public transportation carriers to make every feasible effort to reduce noise emissions, including, but not limited to, consideration of noise when purchasing equipment and when routing and scheduling operations.

Programs:

44. **Evaluate Santa Clara County Transit District service.** Work with the Santa Clara County Transit District to evaluate the need to improve the routing, scheduling, and equipment of Santa Clara County Transit and private transit services within Los Altos.
45. **Maintain service levels.** Work with transit agencies to insure maintenance of adequate service levels.
46. **Demand-responsive service.** Support demand-responsive service (VANTRANS) and other para-transit.
47. **Expansion of transit systems.** Promote expansion and continued operation of BART and/or CalTrain and other transit systems.

A decorative border consisting of a large rectangle with four smaller squares at the corners, each square rotated 45 degrees.

9

9. NATURAL ENVIRONMENT & HAZARDS

This chapter covers safety, as prescribed by Safety Element provisions of the Government Code, Section 65302(g); noise, as covered by Noise Element guidelines of the Government Code, Section 65302(f); and air quality, which is part of the state mandated Conservation Element, Section 65302(d).

Los Altos seeks to protect the community from unreasonable risks associated with the effects of seismic events—surface rupture, ground shaking, ground failure, and dam failure—flooding and slope instability. The City further desires to minimize the public health hazards of noise and air pollutants. The dominant theme of this chapter is to protect the community from injury, loss of life, property damage, and deteriorating quality of life resulting from natural catastrophes, other hazardous conditions, and pollutants.

It is impossible to remove all risks associated with each specific type of hazard, but the intent is to reduce risks to life and property and to make informed decisions about land use and development near hazards or affected by them.

Maps referred to in this chapter are found in the Technical Appendix or are available from the City's planning department. The Development Constraints Diagram which shows floodways, areas with slopes over 15 percent, and fault lines in or near the city is available at two scales. The diagram using a scale of 1" = 1000' is included in the map pocket of the General Plan. The diagram at a scale of 1" = 500' is available for viewing at the City's planning department.

EMERGENCY PREPAREDNESS

The first line of defense against any catastrophe is to avoid threatening situations and to prepare disaster

response plans that will minimize the harmful impacts. Quick action in the event of an emergency will reduce the probability of additional injuries and damage.

Government disaster preparedness planning efforts are handled primarily by the fire and police departments, as well as by the County Office of Emergency Services. The County and each city are required to prepare disaster plans in accordance with State regulations, to assign duties for emergency response, to designate an emergency operations center and emergency shelters, and to establish an emergency broadcast system.

Part of a disaster response plan is identification of those facilities that will be relied upon in the event of a catastrophe. Critical facilities are hospitals; fire stations; police stations; the emergency operations center; gas, electric, and water lines; and ambulance services.

The City has appointed a Community Emergency Preparedness Committee to work with the City staff to prepare and adopt an emergency preparedness plan. The City staff is responsible for implementing the plan.

FLOOD HAZARDS

Flood hazards fall into three categories: **natural flooding, dam inundation, and mud and debris flows.**

Natural flooding results from major rainstorms that cause overflows of stream courses, and may be aggravated by inadequacies in local storm drain facilities. Portions of the four creeks flowing through Los Altos have been channelized to increase the capacity of the creeks to reduce flooding and to permit development of the flood plain.

Unfortunately, flood control and preservation of natural resources are often in conflict, and further channelization is not recommended for any of the creeks in Los Altos. The alternative to channel modification is to require setbacks for development, annual removal of debris from channels, and bank stabilization using natural vegetation.

Adobe Creek is the most flood-prone of Los Altos creeks. The Santa Clara Valley Water District has requested the City to require setbacks along the creek and to require property owners to dedicate an easement or fee title to the District. Conservation easements of 40'-80' between O'Keefe Lane and Redwood Grove are required through any future development.

Dam inundation could occur with the failure of the Stevens Creek Dam. *Mud and debris flows* originate in hillside areas having deep top soils with poor drainage characteristics. Most of Los Altos, being on fairly level terrain, is not subject to this hazard.

FEMA requirements. The Federal Emergency Management Agency (FEMA) administers a national program to provide flood insurance to property owners within flood hazard areas. In order to qualify for the program, communities must file an application and adopt minimum land use and flood control measures for new construction. FEMA prepares flood insurance rate maps that identify flood zones and areas susceptible to 100- and 500-year floods. These maps are the basis for the flood constraints shown on the Development Constraints Diagram.

SEISMIC AND GEOLOGIC HAZARDS

Los Altos is located in one of the most earthquake prone areas of the world, near the major San Andreas fault zone. Earthquakes are the product of the build-up and sudden release of strain along a "fault"—or zone of weakness—in the earth's crust. Earthquakes originate as shock waves generated by movement

along an active fault. Seismic hazards include ground shaking and the potential for ground rupture, liquefaction, settlement, landslides, tsunami (tidal waves) and seiches (oscillating waves in enclosed water bodies).

Los Altos lies between the active San Andreas and Hayward faults, as well as numerous smaller faults. None of the surface traces actually traverse Los Altos, but ground shaking from any of these faults could damage buildings and cause objects to fall, producing secondary hazards to life and property. Seismically hazardous buildings, defined as "all public and private buildings intended for human habitation, except buildings having 5 living units or less, constructed prior to enactment of local codes requiring earthquake resistant design and constructed with unreinforced masonry bearing walls," should be identified (by January 1, 1990) and programs should be enacted to mitigate the hazard.

Los Altos sits on the very deep alluvial soils of the Santa Clara Valley floor. These soils, consisting of silt, clay, sand, and gravel deposits, extend to a depth of 4,000 to 5,000 feet throughout most of the city. Although severe ground motion resulting from an earthquake would be apparent in Los Altos because of the depth of the loosely consolidated soils, damage generally would not be serious to one- or two-story wood frame structures. No active faults traverse the city, which would call for special prohibitions against development. Tsunami—tidal waves associated with the earthquakes—would not affect Los Altos, the city being located five to six miles from the Bay with an elevation of 150 feet or more above sea level.

SOILS AND SLOPE STABILITY

Landslides are most likely in hillside locations under conditions where (1) rock strata parallels surface slopes; (2) high clay content absorbs excess water; (3) displacement has fractured a fault zone; or (4) the base of a slope has been removed by erosion or people.

Erosion and land slippage present no hazard on flat land. East of Foothill Expressway, slopes are 0 to 3 percent except where the creeks cut through soft soils. West of the expressway, the terrain is more varied, with some slopes over 15 percent. The extensive landscaping around virtually every house minimizes the moderate erosion potential of some of the soils. Only where land has been cleared of all vegetation, typically during construction, is erosion a threat.

Similarly, landslides are unlikely where slopes are less than 15 percent. There are no recent examples of landslides in the Los Altos Sphere of Influence. The Development Constraints Diagram shows areas where slopes are likely to exceed 15 percent. Development within these areas should be carefully reviewed for mitigation of landslide risks.

NOISE

Noise is generally defined as unwanted sound—unwanted being dependent on when and where the sound occurs, what the listener is doing, characteristics of the sound, and how intrusive it is above background sound levels. Noise hazards are a function of increasing mechanization, the noise being principally produced by machines for transportation and production. In Los Altos, traffic movement on the city's road system is the predominant source of noise.

Noise levels are measured on a logarithmic scale in decibels which are then weighted and added over a 24-hour period to reflect not only the magnitude of the sound but also its duration, frequency, and time of occurrence. In this manner, various acoustical scales and units of measurement have been developed such as equivalent sound levels (L_{eq}), day-night average sound levels (L_{dn}), and Community Noise Equivalent Levels (CNEL).

These measurements become the basis for setting acceptable standards at sensitive noise receptors and identifying potential noise generators. The State of California Office of Noise Control, in its Land Use

Compatibility Standards table (Figure 9-1, page 138), defines an outdoor level of L_{dn} 60 dBA or less as being "normally acceptable" for residential uses, schools, libraries, churches, and hospitals. This standard also intends to provide for interior noise levels no greater than 45 dBA (L_{dn}), which is generally accepted as the maximum acceptable noise level for most indoor residential activities. Maximum noise exposure levels acceptable in Los Altos are consistent with the standards in Figure 9-1.




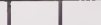







































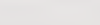
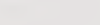











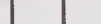


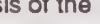



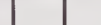

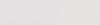
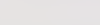




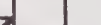



In 1974, the State adopted Noise Insulation Standards (Chapter 2-35 of Title 24, State Code) for new hotels, motels, and dwellings other than single family detached dwellings. Those standards established 45 dBA (L_{dn}) as the maximum interior sound level (attributable to exterior sources) in any room. Where exterior sound levels are 60 dBA (L_{dn}) or above, acoustical analyses for projects are required to ensure that the structure has been designed to limit outside noise to the allowable interior levels. Title 24 also includes standards to be met for sound transmission between units. Multi-family attached units must incorporate noise reduction features sufficient to assure that interior noise levels in all habitable rooms do not exceed 45 dBA. One of the purposes of requiring noise elements in local general plans is to help implement these interior insulation regulations by identifying where special remedial measures are required.

EXISTING NOISE SOURCES IN LOS ALTOS

Noise emanates from stationary and from mobile sources. Fixed sources include construction, refrigeration units, radio or television, loud speakers, power tools (including leaf blowers), and animals. Mobile noise sources typically are transportation related. In Los Altos, motor vehicles on the city's roadway system are the major source of continuous noise.

The State's planning laws require identification of areas exposed to high noise levels. "Noise exposure areas" are defined as those areas where noise levels exceed 60 dBA (L_{dn}). In Los Altos, these noise expo-

FIGURE 9 - 1: LAND USE COMPATIBILITY STANDARDS

LAND USE CATEGORY	COMMUNITY NOISE							INTERPRETATION
	L _{dn} or CNEL, dB							
	55	60	65	70	75	80	85	
Residential - Single Family Duplex, Mobile Home								<p> NORMALLY ACCEPTABLE</p> <p>Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.</p>
Residential - Multi-Family								
Transient Lodging - Motel, Hotel								<p> CONDITIONALLY ACCEPTABLE</p> <p>New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.</p>
School, Library, Church, Hospital, Nursing Home								
Auditorium, Concert Hall, Amphitheatre								<p> NORMALLY UNACCEPTABLE</p> <p>New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.</p>
Sports Arena, Outdoor Spectator Sports								
Playground, Neighborhood Park								<p> NORMALLY UNACCEPTABLE</p> <p>New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.</p>
Golf Course, Stable, Water Recreation, Cemetery								
Office Building, Business, Commercial & Professional								<p> CLEARLY UNACCEPTABLE</p> <p>New construction or development should generally not be undertaken</p>
Industrial, Manufacturing, Utilities, Agriculture								

Noise Source Characteristics

The land use - noise compatibility recommendations should be viewed in relation to the specific source of the noise. For example, aircraft and railroad noise is normally made up of higher single noise events than auto traffic, but occurs less frequently. Therefore, different sources yielding the same composite noise exposure do not necessarily create the same noise environment.

Suitable Interior Environments

One objective of locating [both single and multi-family] residential units relative to a known noise source is to maintain a suitable interior noise environment at no greater than 45 dB CNEL or L_{dn}. This requirement, coupled with the measured or calculated noise reduction performance of the type of structure under consideration, should govern the minimum acceptable distance to a noise source.

Source: State Of California, Office of Noise Control, 1975

sure areas exist along some collector streets, minor arterials, and principal arterials with high traffic volumes and relatively high speeds. The distance from the road centerline to points at which noise levels are 70, 65, and 60 dBA have been calculated from the Average Daily Traffic (ADT) for arterials and collectors throughout Los Altos.

A population of 16,276, residing in a total of 5,915 dwelling units, was exposed to noise levels exceeding 60 dBA along major traffic arterials in 1986. As traffic increases over the life of this Plan, 6,907 dwelling units with a population of 17,521 may be exposed

exposure to high noise levels. The number of persons affected is shown below.

Land use planning, with appropriate noise reduction mitigation, will establish land use, site, and building design acceptable for new development adjacent to major roadways. Acoustic architectural design, involving site plans, building heights, room arrangements, window size, balcony and courtyard design, and acoustic construction, involving treatment of various parts of a building to reduce interior noise levels, shall be considered in mitigating noise hazards at new developments.

FIGURE 9 - 2: COMPARISON OF POPULATION NOISE EXPOSURE LEVELS

	60-65 dBA $L_{dn}/CNEL$	65-70 dBA $L_{dn}/CNEL$	More than 70 dBA $L_{dn}/CNEL$
EXISTING (1986)			
Dwelling Units	4,552	1,021	342
Residents	12,571	2,770	935
BUILD-OUT OF PROPOSED GENERAL PLAN¹			
Dwelling Units	5,015	1,398	494
Residents	12,686	3,607	1,228

¹ The noise-dampening effect of sound-walls proposed along Highway I-280 and Highway SR 85 has not been taken into account in these figures.

Source: DKS Associates, Geoff Hornek Noise Consulting, and Knox & Associates, 1987.

to these high noise levels. (See Figure 9-2, above.) The noise contours from which these numbers were derived are shown in Figures 9-3 and 9-4 (pages 140 and 141) and are available for viewing at a scale of 1" = 500' at the City's planning department.

No commercial or industrial uses have been identified to be major on-going noise sources for which noise contours need to be prepared.

PROJECTED FUTURE NOISE SOURCES

Growth in and near Los Altos will generate increased traffic volumes and thereby increase the

Noise barriers should be considered when the above mitigations are infeasible. Ideally, noise barriers will incorporate berms, walls, and appropriate landscaping to reduce the visual impact of the sound walls.

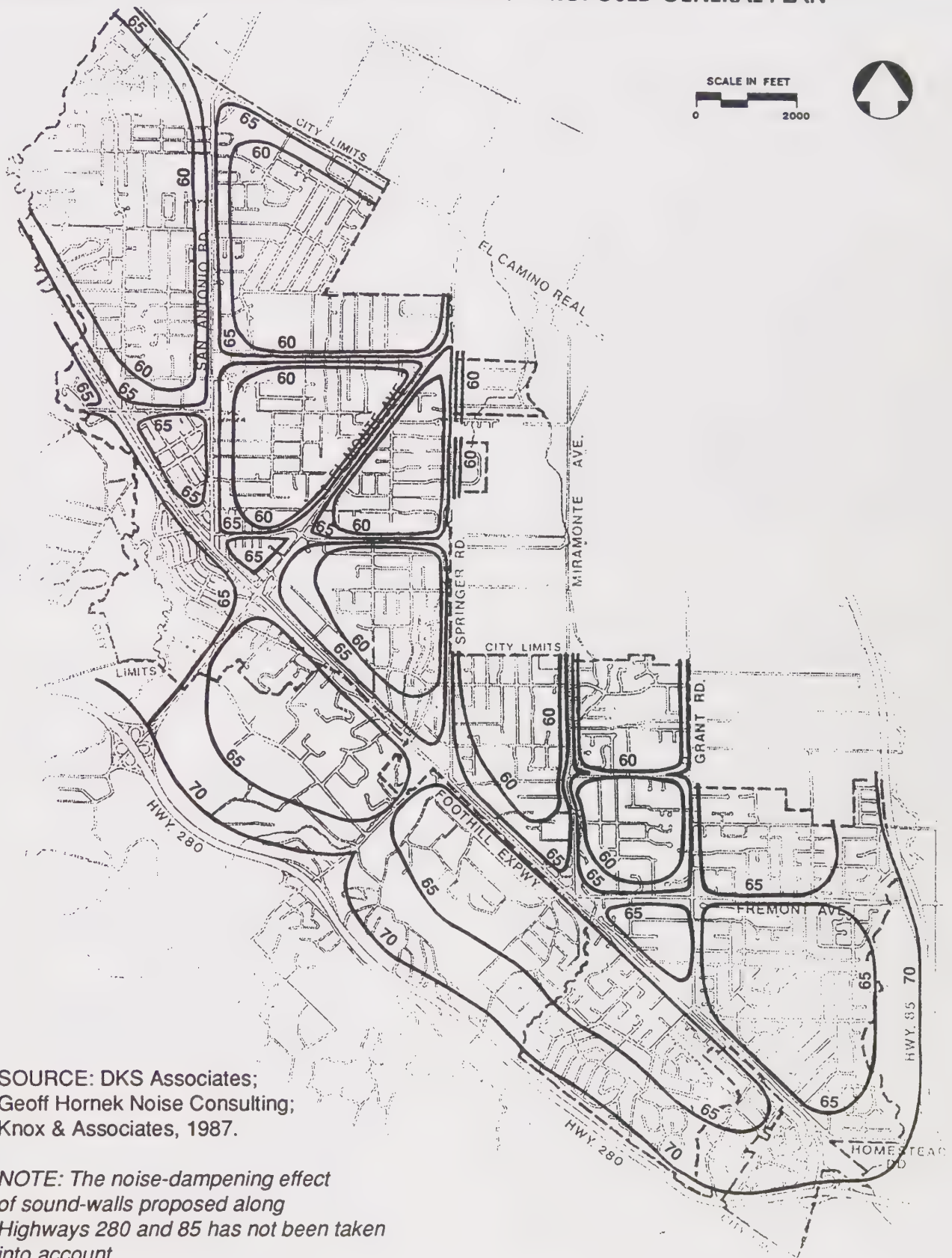
AIR QUALITY

The generation of air pollutants—which degrade the air quality and can pose a significant health hazard—is closely linked to land use, transportation, and energy use planning. Daily automobile travel from suburban areas to the employment centers of

FIGURE 9 - 3: EXISTING NOISE CONTOURS, 1987



FIGURE 9 - 4: NOISE CONTOURS—BUILD-OUT OF PROPOSED GENERAL PLAN



Santa Clara County is the primary cause of air pollution in the subregion. Planning that can reduce the overall vehicle miles traveled (VMT) will also reduce the amount of air pollutants generated. In addition, air movement patterns in the Bay Area carry air pollutants from north to south. The Santa Clara Valley thereby receives the accumulated air pollution from its neighbors to the north.

The Bay Area experienced 5 days of ozone non-attainment in 1986. (This compares to 174 days of non-attainment in Los Angeles.) The monitoring station in Mountain View near Los Altos registered only one day of ozone non-attainment in 1986. Not complying with federal standards means that after December 31, 1987, the Environmental Protection Agency (EPA) will (1) cease funding for cleaning-up of air pollution, (2) ban construction of wastewater treatment facilities (to slow population growth), and (3) cease highway funding—unless federal legislation is changed.¹

High demand for energy because of inefficiencies in space heating and electricity use also creates pollutants. Los Altos—being a receiver of air pollutants from the entire Bay region—cannot solve the regional air quality problem. Through appropriate land use, transportation, and energy use planning, however, the City can participate in the most feasible remedies.

Air quality is managed by the regional Bay Area Air Quality Management District (BAAQMD). The goal of air quality regulatory agencies is attainment of ambient air quality standards. The 1982 Bay Area Air Quality Plan seeks to control stationary and mobile sources of air pollution in order to meet these standards. In keeping with the plan, Los Altos will not allow any development which would (1) singly or cumulatively violate any State ambient air quality standard; (2) generate a significant amount of air pollution unaccounted for in the Bay Area Air Quality Plan; or (3) conflict with any regulation of the BAAQMD or adopted control measure in the Air Quality Plan.

GOALS, POLICIES, AND PROGRAMS

GENERAL

Goal 1: Minimize the risk of hazards to Los Altos residents.

Policy:

1. The City shall seek to inform the public of areas of risk from hazards.

Program:

1. **Development Constraints Diagram.** Adopt the Development Constraints Diagram as a part of the General Plan. Use the Development Constraints Diagram and any additional data available in greater detail in reviewing development proposals.
2. **Hazard analysis.** Where determined necessary, require detailed analysis of development constraints and determine appropriate mitigation for development proposed in hazardous areas.

EMERGENCY PREPAREDNESS

Goal 2: Plan for City and citizen actions in the event of a disaster.

Policies:

2. The City shall maintain an updated Emergency Preparedness Plan. The plan should increase public awareness of fire, seismic, and other natural hazards and of methods to avoid or mitigate the effects of these hazards, and should ensure that critical facilities will function during and after a disaster. The plan shall contain a community component.
3. The City shall maintain communications with other agencies to provide effective emergency services.
4. The City shall cooperate with and encourage the County and neighboring cities to develop

and implement a regional Emergency Preparedness Plan.

5. The City shall cooperate with school districts to protect children's safety.

Programs:

3. **Emergency preparedness education.** Provide citywide education in emergency and disaster preparedness.
4. **Citizen volunteers.** Involve citizen volunteers in disaster relief activities wherever feasible.
5. **Emergency service personnel.** Identify and enlist the participation of residents who can be a resource during an emergency (*e.g.*, nurses, doctors, ham radio operators, volunteer firefighters, *etc.*).
6. **Public shelter.** Identify public shelters where aid and supplies will be available.
7. **Emergency water sources.** Identify water sources in case of major disruption of water delivery capacity.
8. **School emergency preparedness.** Communicate disaster preparedness services to schools.
9. **First aid training.** Work with school districts to provide training programs in first aid and cardio-pulmonary resuscitation (CPR).

FLOOD HAZARDS

Goal 3: Reduce the potential for flooding along creeks that traverse Los Altos.

Policies:

6. The City shall work with other jurisdictions to regulate land uses in flood-prone areas and should allow development in those areas only with appropriate mitigation.

7. The City shall identify and seek sources of funding to be used toward the prevention of flooding.
8. The City shall continue to discourage concrete lining of creek beds, and shall encourage the Santa Clara Valley Water District to use environmentally sensitive solutions to control local erosion problems.

Programs:

10. **Flood prone areas.** Annually review areas identified on the Development Constraints Diagram as subject to flooding.
11. **Creek maintenance.** Encourage the Santa Clara Valley Water District to regularly maintain creek banks, to clear drainage channels of silt and debris, and to minimize disruption to riparian habitat in an environmentally sensitive manner.
12. **Bridge construction.** Analyze bridge structures for constrictions that cause siltation or erosion.
13. **Erosion.** Enforce measures to reduce soil erosion and volume and velocity of surface runoff from construction sites and large parking lots or other impermeable surfaces. Work with other jurisdictions to ensure that development along creeks will not cause erosion which will affect Los Altos.

SEISMIC AND GEOLOGIC HAZARDS

Goal 4: Minimize risks of personal injury and property damage associated with seismic activity, landslides, and other geologic hazards.

Policies:

9. The City shall identify potentially hazardous conditions and areas.
10. The City shall establish acceptable levels of risk/life safety standards and see that build-

ings are brought up to those standards, consistent with State law.

11. The City shall avoid placement of critical facilities and high occupancy structures in areas prone to ground failure during an earthquake.
12. The City shall require soil analysis and erosion mitigation for all development proposed on sites prone to erosion or ground failure.

Programs:

14. **Structural safety standards.** Enforce safety standards for design of new and existing structures. Define unacceptable levels of risk for high-occupancy structures and give priority to identifying critical public facilities and buildings which present unacceptable levels of risk.
15. **Hazardous building identification.** Identify potentially seismically hazardous buildings, defined as "all public and private buildings intended for human habitation, except buildings having 5 living units or less, constructed prior to enactment of local codes requiring earthquake resistant design and constructed with unreinforced masonry bearing walls," and establish a mitigation program based on type of use, level of occupancy, and/or type of construction. The mitigation program must address the need to balance the objectives of earthquake mitigation, historic preservation, and economic viability.
16. **Restrict development on slopes.** Restrict development on slopes greater than 30 percent.

NOISE

Goal 5: Minimize the amount of noise to which the community is exposed and the amount of noise created by future development.

Policies:

13. The City shall establish maximum acceptable noise levels for various noise-sensitive uses which indicate the highest acceptable level for new construction in an existing noise environment.
 - 60 dBA CNEL is established as the maximum acceptable outdoor noise exposure level for single family residential areas.
 - 65 dBA CNEL is established as the maximum acceptable outdoor noise exposure level for multiple-family residential areas.
 - 70 dBA CNEL is established as the maximum acceptable outdoor noise exposure level for schools (public and private), libraries, churches, hospitals, nursing homes, parks, commercial, and recreation areas. Excepted from these standards are golf courses, stables, water recreation, and cemeteries.
14. In the event that outdoor acceptable noise exposure levels cannot be reached by various noise attenuation mitigation measures, work to achieve indoor noise levels not exceeding 45 dBA CNEL.
15. The City shall consider the potential impact on the general noise level when planning changes and improvements to the city's circulation system.
16. In the event it is determined that significant increased noise levels will result from an improvement to the circulation system, reasonable mitigation measures shall be required to reduce noise levels to those determined acceptable.
17. The City shall consider noise attenuation measures to reduce noise levels to an acceptable level for any development along roadways with a higher than established dBA.

18. The City shall require an acoustical analysis for new construction (including walls and fences that exceed height limits) in an area with a higher than established dBA.

Programs:

17. **Noise contours.** Adopt the noise contour diagrams as a part of the General Plan. Use the noise contours as a guide in reviewing land use compatibility decisions.
18. **Noise attenuation measures.** Require noise mitigation measures by encouraging additional setbacks, proper site planning, architectural design shielding noise-sensitive uses, and proper construction techniques to reduce noise levels to an acceptable level.
19. **Noise barriers.** Consider noise barriers and berms where other noise attenuation measures (setbacks, architectural design, and construction techniques) fail to reduce the adverse levels.
20. **Noise wall design standards.** Exterior wall construction and design will be based on the following guidelines:
- Walls should be made of a textured surface material that is compatible with the design of the neighborhood, and visually attractive on the side seen by the public.
 - The monotony of a long wall shall be broken by visual relief through periodically recessing the wall or constructing pilasters.
 - Landscaping such as trees, shrubs, vines and raised grade levels shall be used on the street-facing side of the wall to soften the appearance of the wall, reduce visual impact, and augment the wall as an additional noise barrier if needed.
 - Walls may be constructed to a height necessary to reduce exterior noise to an appropriate level.

21. **Noise ordinance.** Review present restrictions and revise the noise ordinance as necessary for consistency and ease of enforcement.
22. **Anti-noise enforcement.** Provide for enforcement of anti-noise legislation.
23. **Noise insulation.** Develop requirements for noise insulation of new and existing swimming pool pumps and other mechanical equipment.
24. **Limit noisy maintenance activities.** Limit noise-producing maintenance activities in parks to those hours which will least affect surrounding residents and park users.
25. **Traffic noise.** Continue to identify major arterials which exceed noise standards and seek to control the traffic noise level.
26. **Animal noise.** Review and revise animal noise ordinances for adequacy and ease of enforcement.
27. **Commercial noise.** In reviewing proposals for commercial development, require mitigation to ensure that exterior noise levels on adjacent residential properties are reduced to acceptable levels.
28. **Aircraft noise.** Coordinate with the appropriate agencies to review and monitor aircraft routes.
29. **Mechanical equipment.** Consider revisions to the noise ordinance to control leaf blowers and other mechanical equipment.

AIR QUALITY

Goal 6: Maintain or improve air quality in Los Altos.

Policies:

19. The City shall support the principles of reducing air pollutants through land use, transportation, and energy use planning.

20. The City shall encourage transportation modes which minimize single-passenger motor vehicle use and the resulting contaminant emissions.
21. The City shall interpret and implement the General Plan to be consistent with the regional Bay Area Air Quality Management Plan, as periodically updated.
22. The City shall insure location and design of development projects so as to conserve air quality and minimize direct and indirect emissions of air contaminants.

Programs:

30. **Emission control through energy conservation.** Reduce direct emissions through energy conserving construction which minimizes space heating.
31. **Vehicle trip reduction.** Promote use of public transit, ridesharing, combined motor

vehicle trips to work and services, use of bicycles, and walking.

32. **Traffic flow improvements.** Implement measures to improve traffic flow, minimizing the stop-and-go traffic that intensifies hydrocarbon pollution.
33. **Pollutant complaint referrals.** Refer citizen complaints about odors and other airborne emissions to the Bay Area Air Quality Management District for investigation and actions.
34. **Fireplace emissions.** Provide information on proper use of wood burning fireplaces and stoves to minimize smoke.

NOTES TO CHAPTER 9.

¹ Personal communication with Paul Brand, Bay Area Air Quality Management District, May 1, 1987.

10

10. INFRASTRUCTURE & WASTE DISPOSAL

Infrastucture—storm drains, public buildings, water supply facilities, solid waste disposal, sewage collection and treatment facilities, and energy and communication facilities—links community activities. The types and levels of facilities and services provided expresses the City's response to the community's desires and needs. The goals, policies, and programs of this chapter serve as guidelines in the on-going provision of facilities and services.

WATER SUPPLY AND QUALITY

All domestic and commercial water in Los Altos is supplied by the California Water Service Company, paid by user fees. The California Water Service Company operates 37 wells locally, but imports the majority of Los Altos drinking water from regions throughout the state.

Water drawn from underground aquifers may be susceptible to pollutants originating at industrial sites in neighboring cities and transported through the aquifer. The water from these wells is therefore treated and is examined periodically to ensure its safety and potability.

SEWER CAPACITY AND FUTURE DEVELOPMENT

The Los Altos sewer system serves Los Altos, a portion of Los Altos Hills, and adjacent unincorporated areas within the "urban service area." The exception is an unincorporated pocket of about 20 homes which remain on septic systems. The City contracts for sewage treatment at the Palo Alto Regional Water Quality Control Plant.

Average sewer flow in 1986 was estimated at 3.0 million gallons per day (MGD). The City contract with Palo Alto allows 3.6 MGD when the plant is operating at full capacity.

Increased demand for sewer capacity as a result of land use intensification in commercial areas will range from 0.2 to 0.3 MGD. New residential development will add less than 0.15 MGD. The totals are well within the capacity of and contract with the Regional Water Quality Control Plant.

Sanitation service is self-supporting through user fees which go into separate revenue and reserve funds.

Los Altos has adequate roads, utilities, and sewer systems. Few large parcels of land—those that require large investments in new streets and trunk lines—are available for development in Los Altos. The subdivision ordinance requires developers to provide the needed infrastructure at the time of development.

Limited public financial resources constitute the largest single constraint upon the City's ability to provide a consistent level of public facilities over an extended period of time. Maintenance of existing streets and trunk lines should be incorporated into a long-term capital improvements budget. Future planning efforts should focus on the possible expansion of services under increased demand.

SOLID WASTE DISPOSAL

The City does not have any solid waste facilities. The Los Altos waste stream, collected by a franchised hauler and transferred to a Mountain View landfill, amounts to approximately 30,000 tons of solid waste annually, or about three tons per year per household.

There are several constraints on the City's long term disposal options. No space currently exists within the city that is suitable for solid waste disposal, and existing landfills in neighboring communities have limited remaining capacity, of approximately 8 to 15 years.

A Solid Waste Disposal Options Committee has worked to develop goals, policies, programs, and options for future solid waste disposal. The policy statements on page 149 are a result of their work in 1986.

Los Altos has attempted to reduce the total volume of waste disposal through a residential curbside recycling program. This has resulted in an average monthly reduction of 180 tons of solid waste and should be continued in the future.

HAZARDOUS WASTE DISPOSAL

"Hazardous materials" cover a large number of substances that are a danger to the public—toxic metals, chemicals, and gases; flammable and/or explosive liquids and solids; corrosive materials; infectious substances; and radioactive material.

Within Los Altos, underground storage of petroleum products poses the greatest concern. Los Altos does not have industrial land uses which may produce hazardous materials, but commercial operations and even domestic activities may use materials classified as hazardous. The City through its fire chief participates in California's Sher Bill. The County Health Department monitors and enforces storage and transportation of hazardous materials, including leaks and problems with existing underground storage facilities.

GOALS, POLICIES, AND PROGRAMS

WATER SUPPLY AND QUALITY

Goal 1: Support the provision of clean, healthful water in quantities sufficient to satisfy current and projected domestic and commercial needs in Los Altos.

Policies:

1. The City shall expect safe drinking water from the California Water Service Company, that

meets all federal and State water quality standards, for all Los Altos.

2. The City shall ensure that the California Water Service Company meets the demand and supply for water for the population anticipated within the Los Altos water service area, and that adequate pressure levels are maintained.
3. In approving new development, the City shall ensure that adequate water pressure is maintained for existing and new development.
4. The City shall promote water conservation.

Programs:

1. **Water service liaison.** Work with the California Water Service Company to anticipate peak water demands and to coordinate public information systems during droughts. Establish liaison to monitor and ensure adequate water pressure levels throughout the city.
2. **Forecast water demand.** Anticipate new or peak demand for water and coordinate development of adequate supplies with the California Water Service Company.
3. **Water education.** Work with the California Water Service Company and Santa Clara Valley Water District to educate the community on what constitutes safe drinking water and about water conservation.
4. **Septic tank regulations.** Monitor and enforce existing septic tank regulations to eliminate illegal sump pumps.
5. **Sewer hook-ups.** Review the City's sewer hook-up regulations toward eliminating septic tanks.
6. **Water supply.** The City shall use the development approval process to ensure adequate water supply.

FUTURE DEVELOPMENT

Goal 2: Maintain adequate sewer, gas, water, electric power, and communications systems and facilities in Los Altos.

Policies:

5. The City shall maintain accurate records of infrastructure usage and needed infrastructure improvements.
6. The City shall allow for the latest in communication technology for Los Altos which can be built in a way which retains the character of the constructed environment.

Programs:

7. **Monitor sewer capacity.** The public works department shall annually monitor sanitary sewer capacity and issue a status report to the City Council.
8. **Infrastructure budgeting.** The public works department should adopt a long range facilities plan and budget, and review it annually, to fund maintenance and improvements.

SOLID WASTE DISPOSAL

Goal 3: Ensure long term solid waste disposal capacity for Los Altos.

Goal 4: Reduce the total volume of the solid waste stream.

Policies:

7. The City shall seek alternative waste disposal options that are economically sound, operationally dependable, and environmentally acceptable, prior to 1991.
8. The City shall pursue waste disposal options in cooperation with neighboring cities.
9. The City shall seek citizen input on solid waste disposal issues.

Programs:

9. **Solid waste liaison committee.** Participate in a staff level, inter-city "liaison committee" to investigate solid waste disposal options.
10. **Solid waste technology.** Monitor waste disposal planning activities of neighboring communities and keep abreast of current waste disposal technologies.
11. **Recycling.** Continue and enhance the City's recycling program.
12. **Solid waste disposal education.** Develop a comprehensive and continuing public awareness program regarding solid waste disposal issues.
13. **Solid waste options.** Develop a framework for a public participation plan to augment selection of the best disposal option.

HAZARDOUS WASTE DISPOSAL

Goal 5: Protect the community's health, safety, welfare, natural resources, and property through regulation of use, storage, transport, and disposal of hazardous materials.

Policy:

10. The City shall cooperate with and participate in development of the policies and future programs of the Santa Clara County Health Department and the California legislature.
11. The City shall support the management of hazardous material contamination and abatement by public and private agencies.

Programs:

14. **Household hazardous waste collection.** Expand existing joint-agency programs for the collection and disposal of household toxic wastes. Investigate possibilities for ventures with neighboring communities.

- | | |
|--|--|
| <p>15. Hazardous waste data base. Collect information on use, storage, and transport of hazardous materials in or through the city.</p> <p>16. Minimize hazardous pollutants. Work with small companies and cottage industries (such as dry cleaners, gas stations, painters, and laboratories) that use hazardous and in-</p> | <p>fectious materials to minimize potential for air or water pollution.</p> <p>17. Hazardous waste disposal education. Continue an educational program to inform residents and business about hazardous waste disposal and recycling.</p> |
|--|--|

11

11. GLOSSARY

Abbreviations

A&S CC: Architecture & Site Control Committee, City of Los Altos
CBD: Central Business District
CDBG: Community Development Block Grant
CEQA: California Environmental Quality Act
CHFA: California Housing Finance Agency
CIP: Capital Improvements Program
CNEL: Community Noise Equivalent Level
EIR: Environmental Impact Report
GMI: Gross Monthly Income
HCD: Housing and Community Development Department of the State of California
HUD: U.S. Department of Housing and Urban Development
JPA: Joint Powers Authority
LAFCO: Local Agency Formation Commission
 L_{dn} : Day and Night Average Sound Level
 L_{eq} : Noise Energy Equivalent Level
LOS: Traffic Level of Service
UBC: Uniform Building Code
UHC: Uniform Housing Code
TDR: Transfer of Development Rights
TSM: Transportation Systems Management

Acceptable Risk

A hazard which is deemed to be a tolerable exposure to danger given the expected benefits to be obtained. Different levels of acceptable risk may be assigned according to the potential danger and the criticalness of the threatened structure. The levels may range from "near zero" for nuclear plants and natural gas transmission lines to "moderate" for open space, ranches, and low-intensity warehouse uses.

Access/Egress

The ability to enter a site from a roadway and exit a site onto a roadway by motorized vehicle.

Acres, Gross

The entire acreage of a site.

Acres, Net

The portion of a site that can actually be built upon. Public or private road rights-of-way are not included in the net acreage of a site.

Affordable

Capable of being purchased or rented by a household with low or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 30 percent of its gross monthly income (GMI) for housing.

Agency

Governmental entity, department, office, or administrative unit responsible for carrying out regulations.

Air Pollutants

Substances found in the atmosphere which exceed naturally occurring quantities and are undesirable or harmful in some way.

Aquifer

An underground, water-bearing layer of permeable rock, sand, or gravel, through which water can seep or be held in natural storage. Aquifers generally hold sufficient water to be used as a water supply.

Architectural Control

Regulations and procedures requiring the exterior design of structures to be suitable, harmonious, and in keeping with the general appearance, historic character, and/or style of surrounding areas.

Architecture and Site Control Committee (A&S CC)

Comprised of 3 planning commissioners, its functions are (1) to determine compliance of a project with design criteria; (2) to protect and enhance real property values; (3) to conserve the city's natural beauty; (4) to preserve and enhance its distinctive physical character; (5) to insure the orderly and harmonious development of the city by the erection of structures or additions with proper attention given to site planning and exterior appearance.

Arterial, Community

Medium-speed (30-40 mph), medium-capacity (10,000-35,000 average daily trips) roadway which provides intra-community travel and access to the county-wide highway system. Access to community arterials provided at collector roads and local streets, but some direct access exists. Community arterials in Los Altos include Homestead Road, Magdalena Avenue, and a portion of El Monte Avenue.

Arterial, Sub-regional

Relatively-high-speed (40-50 mph), relatively-high-capacity (up to 50,000 average daily trips) roadway providing access to regional transportation facilities and serving relatively long trips. Sub-regional arterials in the Los Altos area are San Antonio Road and El Camino Real.

Article 34 Referendum

Article 34 of the Constitution of the State of California requires passage of a referendum by a two-thirds majority within a city for approval of any project which allocates for low-income households more than 51 percent of the units to be constructed.

Automobile-intensive Use

A use of a retail area which depends on exposure to continuous auto traffic.

Background Traffic

Traffic added as a result of development outside Los Altos.

Baylands

Areas that are permanently wet or periodically covered with shallow water, such as saltwater and freshwater marshes, open or closed brackish marshes, swamps, mudflats, and fans.

Below-market-rate (BMR) Housing Unit

Any housing unit specifically priced to be sold or rented to low- or moderate-income households for an amount less than the fair-market value of the unit. The U.S. Department of Housing and Urban Development sets standards for determining which households qualify as "low income" or "moderate income."

Benefit Assessment District

An area within a public agency's boundaries which receives a special benefit from the construction of a public facility. A Benefit Assessment District has no legal life of its own and cannot act by itself. It enables property owners in a specific area to cause the construction of public facilities or to maintain them (for example, a downtown, or the grounds and landscaping of a specific area) by contributing their fair share of the construction and/or installation and operating costs.

Bicycle Lane (Class II facility)

A corridor expressly reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles.

Bicycle Path (Class I facility)

A paved route not on a street or roadway and expressly reserved for bicycles traversing an otherwise unpaved area. Bicycle paths may parallel roads but typically are separated from them by landscaping.

Bicycle Route (Class III facility)

A facility shared with motorists and identified only by signs. A bicycle route has no pavement markings or lane stripes.

Bikeways

A term that encompasses bicycle lanes, bicycle paths, and bicycle routes.

Biomass

Plant material used for the production of such things as fuel alcohol and non-chemical fertilizers. Biomass sources may be plants grown especially for that purpose or waste products from livestock, harvesting, milling or agricultural production or processing.

Biotic Community

A group of living organisms characterized by a distinctive combination of both animal and plant species in a particular habitat.

Blight

A condition of a site, structure, or area that may cause nearby buildings and/or areas to decline in attractiveness and/or utility.

Buffer Zone

An area of land separating two distinct land uses which acts to soften or mitigate the effects of one land use on the other.

Building

Any structure used or intended for supporting or sheltering any use or occupancy.

Building, Maximum Height

The vertical distance from the average contact ground level of a building to the highest point of the coping of a flat roof or to the deck line of a mansard roof or to the mean height between eaves and ridge for a gable, hip, or gambrel roof.

California Environmental Quality Act (CEQA)

A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for an adverse environmental impact, an Environmental Impact Report (EIR) must be prepared.

California Housing Finance Agency (CHFA)

A State agency, established by the Housing and Home Finance Act of 1975, which is authorized to sell revenue bonds and generate funds for the development, rehabilitation, and conservation of low- and moderate-income housing.

CalTrans

California Department of Transportation.

Capital Improvements Program

A program, administered by city government and reviewed by planning commission, which schedules permanent improvements five or six years in the future to fit the city's projected fiscal capability. The program generally is reviewed annually.

Carrying Capacity

The level of land use, human activity, or development for a specific area that can be accommodated permanently without an irreversible change in the quality of air, water, land, or plant and animal habitats. May also refer to the upper limits beyond which the quality of human life, health, welfare, safety, or community character within an area will be impaired. Carrying capacity usually is used to determine the potential of an area to absorb development.

Central Business District (CBD)

General guidelines for delineating a downtown area as defined by the U.S. Census of Retail Trade, with specific boundaries being set by the local municipality. The Los Altos CBD boundaries are San Antonio Road, edge of South Parking Plaza, First Street, edge of North Parking Plaza, and West Edith Avenue.

Channelization

The straightening and/or deepening of a watercourse for purposes of storm-runoff control or ease of navigation. Channelization often includes lining of stream banks with a retaining material such as concrete.

Clustered Development

Development in which a number of dwelling units are placed in closer proximity than usual, or are attached, with the purpose of retaining an open space area.

Cogeneration

Refers to the harnessing of heat energy that is normally a waste by-product of electricity generation. It has become more common in institutional and industrial applications and electric power plants, but may also be possible for large residential complexes.

Collector, Local

Relatively-low-speed (25-30 mph), relatively-low-volume (5,000-20,000 average daily trips) street which provides circulation within and between neighborhoods. Local collectors usually serve short trips and are intended for collecting trips from local streets and distributing them to the arterial network.

Commercial

Facilities for the buying and selling of commodities and services. This General Plan has three commercial categories—Downtown, Neighborhood, and Thorougfare.

Community Child Care Agency

A non-profit agency established to organize community resources for the development and improvement of child care services.

Community Development Block Grant (CDBG)

A grant program administered by the U.S. Department of Housing and Urban Development (HUD) and the State Department of Housing and Community Development (HCD). This grant allots money to cities and counties for housing and community development. Jurisdictions set their own program priorities within specified criteria.

Community Noise Equivalent Level (CNEL)

A 24-hour energy equivalent level derived from a variety of single-noise events, with weighting factors of 5 and 10 dBA applied to the evening (7:00 to 10:00 p.m.) and nighttime (10:00 p.m. to 7:00 a.m.) periods, respectively, to allow for the greater sensitivity to noise during these hours.

Community Service Area

A geographic subarea of the city used for the planning and delivery of parks, recreation, and other human services based on an assessment of the service needs of the population in that subarea.

Compatible

Capable of existing together without conflict or ill effects.

Condominium

A structure of two or more units, the interior spaces of which are individually owned; the balance of the property (both land and building) is owned in common by the owners of the individual units.

Conservation

The management of natural resources to prevent waste, destruction, or neglect.

Consistent

Free from variation or contradiction. Programs in the General Plan are to be consistent, not contradictory or preferential. State law requires consistency between a general plan and implementation measures such as the zoning ordinance.

Critical Facility

Facilities housing or serving many people which are necessary in the event of an earthquake or flood, such as hospitals, fire, police, and emergency service facilities, utility "lifeline" facilities, such as water, electricity, and gas supply, sewage disposal, and communications and transportation facilities.

dB

Decibel; a unit used to express the relative intensity of a sound as it is heard by the human ear.

dBA

The "A-weighted" scale for measuring sound in decibels; weighs or reduces the effects of low and high frequencies in order to simulate human hearing. Every increase of 10 dBA doubles the perceived loudness though the noise is actually ten times more intense.

Dedication

The offering by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are made conditions for approval of a development by a city.

Dedication, In lieu of

Cash payments which may be required of an owner or developer as a substitute for a dedication of land, usually calculated in dollars per lot, and referred to as *in lieu* fees or *in lieu* contributions.

Density

The number of permanent residential dwelling units per acre of land. All densities specified in the General Plan are expressed in units per net developable acre. (See "Developable Acres, Net.")

Density, Control of

A limitation on the occupancy of land. Density can be controlled through zoning in the following ways: use restrictions, minimum lot-size requirements, floor area ratio (FAR), land use-intensity ratios, setback and yard requirements, minimum house-size requirements, ratios comparing number and types of housing units to land area, limits on units per acre, and other means. Allowable density often serves as the major distinction between residential districts.

Density, Employment

A measure of the number of employed persons per specific area (for example, employees/acre).

Density Transfer

A way of retaining open space by concentrating densities—usually in compact areas adjacent to existing urbanization and utilities—while leaving unchanged historic, sensitive, or hazardous areas. For example, developers can buy development rights of properties targeted for public open space and transfer the additional density to the base number of units permitted in the zone in which they propose to develop.

Destination Retail

Retail businesses that generate a special-purpose trip and which do not necessarily benefit from a high-volume pedestrian location.

Developable Acres, Net

The portion of a site which can be used for density calculations. Public or private road rights-of-way are not included in the net developable acreage of a site.

Development

The physical extension and/or construction of urban land uses. Development activities include subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetation cover (with the exception of agricultural activities). Routine repair and maintenance activities are exempted.

Development Rights

The selling of rights to develop land by a land owner who maintains fee-simple ownership over the land. The owner keeps title but agrees to continue using the land as it has been used, and the holder of development rights maintains the right to develop. Such rights usually are expressed in terms of density allowed under existing zoning. (See "Interest, Fee" and "Interest, Less-than-fee," and "Development Rights, Transfer of [TDR].")

Development Rights, Transfer of (TDR)

Also known as "Transfer of Development Credits," a program which can relocate potential development from areas where proposed land use or environmental impacts are considered undesirable (the "donor" site) to another ("receiver") site chosen on the basis of its ability to accommodate additional development beyond that for which it was zoned, with minimal environmental, social, and aesthetic impacts. (See "Development Rights.")

Distribution Use

See "Warehousing Use."

Diversion

The direction of water in a stream away from its natural course (*i.e.*, as in a diversion that removes water from a stream for human use).

Dwelling Unit

A room or group of rooms (including sleeping, eating, cooking, and sanitation facilities, but not more than one kitchen), which constitutes an independent housekeeping unit, occupied or intended for occupancy by one family on a long-term basis.

Easement

Usually the right to use property owned by another for specific purposes. For example, utility companies often have easements on the private property of individuals to be able to install and maintain utility facilities.

Easement, Conservation

A tool for acquiring open space with less than full-fee purchase, whereby a public agency buys only certain specific rights from the land owner. These may be

positive rights (providing the public with the opportunity to hunt, fish, hike, or ride over the land) or they may be restrictive rights (limiting the uses to which the land owner may devote the land in the future).

Easement, Scenic

A tool that allows a public agency to use an owner's land for scenic enhancement, such as roadside landscaping or vista preservation.

Economic Base

Economic Base theory essentially holds that the structure of the economy is made up of two broad classes of productive effort—basic activities which produce and distribute goods and services for export to firms and individuals outside a defined localized economic area, and nonbasic activities whose goods and services are consumed at home within the boundaries of the local economic area. This distinction holds that the reason for the growth of a particular region is its capacity to provide the means of payment for raw materials, food, and services which the region cannot produce itself and also support the nonbasic activities which are principally local in productive scope and market area.

Economic Development Commission (EDC)

An agency charged with seeking economic development projects and economic expansion at higher employment densities.

Ecosystem

An interacting system formed by a biotic community, and its physical environment.

Energy Benefit, Net

The difference between the energy produced and the energy required for production, including the indirect energy consumed in the manufacture and delivery of components.

Environment

CEQA defines environment as "the physical conditions which exist within the area which will be affected by a proposed project, including land, air, water, mineral, flora, fauna, noise, and objects of historic or aesthetic significance." This General Plan defines environment to include social and economic conditions as well.

Environmental Impact Report (EIR)

A report that assesses all the environmental characteristics of an area and determines what effects or impacts will result if the area is altered or disturbed by a proposed action. (See "California Environmental Quality Act.")

Erosion

(1) The loosening and transportation of rock and soil debris by wind, rain, or running water. (2) The gradual wearing away of the upper layers of earth.

Exaction

A contribution or payment required as an authorized precondition for receiving a development permit; usually refers to mandatory dedication (or fee *in lieu* of dedication) requirements, found in many subdivision regulations.

Export-employment Use

An activity which produces and/or distributes goods and services for export to firms and individuals outside of Los Altos. (See "Economic Base.")

Expressway

A controlled access roadway, with no access to abutting properties, and access to major streets limited to grade level, signalized intersections or grade-separated interchanges. Foothill Expressway is the only expressway in Los Altos.

Family

A group of people, as defined in State law, living in a single housekeeping unit. Wards of the court or other dependent children placed with families under the laws of the State of California and Santa Clara County are considered as belonging to the family unit.

Fast-food Restaurant

Any retail establishment intended primarily to provide short-order food services for on-site dining and/or take-out, including self-serve restaurants (excluding cafeterias where food is consumed on the premises), drive-in restaurants, and formula restaurants required by contract or other arrangement to offer standardized menus, ingredients, and fast-food preparation.

Feasible

Capable of being done, executed, or managed successfully from the standpoint of the physical and/or financial abilities of the implementor(s).

Feasible, Technically

Capable of being implemented because the industrial, mechanical, or application technology exists.

Finding(s)

The result(s) of an investigation and the basis upon which decisions are made. Findings are used by government agents and bodies to justify action taken by the entity.

Fiscal Impact Analysis

A projection of the direct, current public costs and revenue resulting from population or employment change to the local jurisdiction(s) in which the change is taking place. Enables local governments to evaluate relative fiscal merits of projects.

Flood, 100-Year

The magnitude of a flood expected to occur, on the average, every 100 years, based on historical data. The 100-year flood has a 1/100, or one percent, chance of occurring in any given year.

Floodway

The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the "base flood" without cumulatively increasing the water surface elevation more than one foot. No development is allowed in floodways.

Flood Plain

The relatively level land area on either side of the banks of a stream regularly subject to flooding. That part of the flood plain subject to a one percent chance of flooding in any given year is designated as an "area

of special flood hazard" by the Federal Insurance Administration.

Flood Plain Fringe

All land between the floodway and the upper elevation of the 100-year flood.

Freeway

High-speed, high-capacity, limited-access transportation facility serving regional and county-wide travel. Generally used for long trips between major land use generators. Major streets cross at a different grade level. State Route 85 and Interstate 280 are freeways.

Gateway

A point along a roadway entering the city at which a motorist gains a sense of having left the environs and of having entered the city.

General Plan

A compendium of the City's policies regarding its long-term development, in the form of a Land Use Plan or Diagram and Circulation Plan or map and accompanying text. The General Plan is a legal document required of each local agency by the State of California Government Code Section 65301 and adopted by the City Council. The General Plan may also be called a "City Plan," "Comprehensive Plan," or "Master Plan."

Geologic Review

The analysis of geologic hazards, including all potential seismic hazards, surface ruptures, liquefaction, landsliding, mudsliding, and the potential for erosion and sedimentation.

Goal

A general, overall, and ultimate purpose, aim, or end, toward which the City will direct effort.

Greenhouse Effect

A term used to describe the warming of the earth's atmosphere due to accumulated carbon dioxide and other gases in the upper atmosphere. These gases absorb energy radiated from the earth's surface, "trapping" it in the same manner as glass in a greenhouse traps heat. The warming of the earth's atmosphere is expected to raise sea levels and the water levels in the San Francisco Bay as polar ice caps melt.

Groundwater

Water under the earth's surface, often confined to aquifers capable of supplying wells and springs.

Groundwater Recharge

The natural process of infiltration and percolation of rainwater from land areas or streams through permeable soils into water-holding rocks which provide underground storage. (See "Aquifer.")

Growth Management

The use by a community of a combination of techniques to determine the amount, type, and rate of growth desired by the community and to channel that growth into designated areas. Growth management policies can be implemented through growth rates, zoning, capital improvement programs, public facilities ordinances, population, and other programs.

Guidelines

General statements of policy direction around which specific details may be later established.

Habitat

The physical location or type of environment in which an organism or biological population lives or occurs.

Handicapped

A person determined to have a mobility impairment or mental disorder expected to be of long or indefinite duration. Many such impairments or disorders are of such a nature that a person's ability to live independently can be improved by appropriate housing conditions.

Hazardous Material

An injurious substance, including (among others) pesticides, herbicides, poisons, toxic metals and chemicals, liquified natural gas, explosives, volatile chemicals, and nuclear fuels.

High-Occupancy Structure

All pre-1935 buildings with over 25 occupants, and all pre-1976 buildings with over 100 occupants.

Hillsides

All territories above the fifteen-percent slope line, which may include areas that have slopes less than fifteen percent. The fifteen-percent slope line is a line at the edge of the floor of the Santa Clara Valley that connects lowest-elevation points of fifteen-percent or steeper slope.

Historic Preservation

The preservation of historically significant structures and neighborhoods until such time as, and in order to facilitate, restoration and rehabilitation of the building(s) to a former condition.

Home Occupation

A commercial activity conducted solely by the occupants of a particular dwelling unit in a manner incidental to residential occupancy.

Hotel

A structure in which there are five (5) or more guest rooms or suites where lodging with or without meals is provided for compensation and where no provision is made for cooking in any individual guest room or suite.

Household

The count of all occupied year-round housing units by one or more persons. If the housing unit is occupied by two or more related persons, the household is referred to as a family-household. The concept of "household" is important because it is the formation of new households by both existing and new population that generates the need for additional or shared housing units. Each new household formed creates the need for one additional or shared housing unit. Household formation—and therefore, housing demand—can continue to take place even when no numerical increase in population occurs.

Housing and Community Development Department of the State of California (HCD)

The State agency principally charged with assessing

whether, and planning to insure that, communities meet the housing needs of low- and moderate-income households.

Housing and Urban Development, U.S. Department of (HUD)

A cabinet-level department of the federal government which administers housing and community development programs.

Housing Unit

The place of permanent or customary abode of a person. A housing unit may be a single-family dwelling, a multi-family dwelling, a condominium, a modular home, a mobile home, a cooperative, or any other residential unit considered real property under State law. A housing unit has, at least, cooking facilities, a bathroom, and a place to sleep. It also is a dwelling that cannot be moved without substantial damage or unreasonable cost.

Impact Fees

Fees levied on the developer of a project by the City as compensation for unmitigated impacts the project will produce.

Impervious Surface

Surface through which water cannot penetrate, such as roof, road, sidewalk, and paved parking lot. The amount of impervious surface increases with development and establishes the need for drainage facilities to carry the increased runoff.

Implementation

Actions, procedures, programs, or techniques that carry out policies.

Incubator Space

Retail or industrial space that is affordable to new, low-margin businesses.

Industrial Park

A planned assemblage of buildings designed for workplace use. (See "Workplace Use.")

Infill Development

Development of vacant land (usually individual lots or left-over properties) within areas which are already largely developed.

Infrastructure

Public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, and roads.

Institutional, Group Residence

E.g., Pilgrim Haven.

Inter-agency

Indicates cooperation between or among two or more discrete agencies in regard to a specific program.

Interest, Fee

Entitles a land owner to exercise complete control over use of land, subject only to government land use regulations.

Interest, Less-than-fee

The purchase of interest in land rather than outright ownership; includes purchase of development rights via conservation, open space, or scenic easements. (See "Development Rights," and "Easement, Scenic.")

Intermittent Stream

A stream that normally flows for at least thirty (30) days after the last major rain of the season and is dry a large part of the year.

Joint Powers Authority (JPA)

A legal arrangement that enables two or more units of government to share authority in order to plan and carry out a specific program or set of programs that serves both units.

Land Banking

When a local government buys land and holds it for resale at a later date, often for development of low- and moderate-income housing.

Landmark

Refers to a building, site, or significant tree having historical, architectural, social, or cultural significance and marked for preservation by the local, state, or federal government.

Landscaping

Planting—including trees, shrubs, and ground covers—suitably designed, selected, installed, and maintained as to enhance a site or roadway permanently.

Land Use

The occupation or utilization of land or water area for any human activity or any purpose defined in the General Plan.

Land Use Categories

A classification system for the designation of appropriate use of properties. The categories used in Los Altos include:

Single Family Residential

(Up to 2/ac; Single Family; Single Family, Small Lot)

Multiple Family Residential

(Low Density Multi-Family; Low Density Senior Housing; Medium Density Multi-Family)

Commercial

(Neighborhood Commercial; Downtown Commercial; Thoroughfare Commercial)

Mixed-Use

(Residential/Commercial)

Public/Quasi-public Facilities

(Public Schools; Private Schools; Public & Institutional, Utilities, and Parking)

Planned Community

Open Space

(Parks; Other Open Space)

Land Use Plan

A basic element of the General Plan which uses text and maps to designate the future use or reuse of land within a given jurisdiction's planning area. A land use plan serves as a guide to structuring zoning and subdivision controls, urban renewal and capital improvements programs, and official decisions regarding distribution and intensity of development and the location of public facilities and open space.

L_{dn}

Day-Night average sound level; the A-weighted average sound level for a given area (measured in decibels) during a 24-hour period with a 10 dB weighting

applied to nighttime sound levels. The L_{dn} is approximately numerically equal to the CNEL for most environmental settings.

L_{eq}

The energy equivalent level, defined as the average sound level on the basis of sound energy (or sound pressure squared). The L_{eq} is a "dosage" measure and is the basis for the descriptors used in current standards, such as the 24-hour CNEL used by the State of California.

Level of Service (LOS)

A scale that measures the amount of traffic capable of being handled on a roadway or at the intersection of roadways. Levels range from A to F, with A representing the highest level of service.

Level of Service A

Indicates relatively free flowing traffic, with little or no limit on vehicle movement or speed.

Level of Service B

Describes a steady flow of traffic, with slight delays in vehicle movement and speed.

Level of Service C

Denotes steady, high-volume traffic flow, with significant limitations on movement and speed.

Level of Service D

The level where traffic nears an unstable flow, in which there is little freedom of movement, queues develop, and short delays will occur.

Level of Service E

Traffic characterized by slow movement and momentary stoppages. This type of congestion is not uncommon at peak traffic hours, with frequently stopping traffic and frequent delays.

Level of Service F

Very congested traffic with frequent stoppages. Indicates forced flow or operation, with a volume-to-capacity ratio of 1.00+.

Local Agency Formation Commission (LAFCO)

A County commission that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each LAFCO is empowered to approve, disapprove, or conditionally approve such proposals.

Los Altos Planning Area

The land area addressed by the Los Altos General Plan. Its boundary coincides with the Sphere of Influence which encompasses land within the city limits and potentially annexable land.

Lot of Record

A lot which is part of a recorded subdivision or a parcel of land which has been recorded at the County recorder's office containing property tax records.

Low-income Household

A household with an annual income of no more than 80 percent of the Santa Clara County median household income by household size, as determined by a survey of incomes conducted by the City or by Santa Clara County, or in the absence of such a survey,

based on the latest available findings for the County as provided by the U.S. Department of Housing and Urban Development (HUD).

L₁₀

A statistical descriptor indicating the sound level exceeded ten percent of the time; a descriptor of community noise commonly used in Federal Highway Administration standards and the standards of some cities.

Manufactured Housing

Houses constructed entirely in the factory, and which since 1976 have been regulated by federal Manufactured Home Construction and Safety Standards under the administration of the U.S. Department of Housing and Urban Development (HUD).

Marquee

Any permanent roofed structure, usually a canopy over an entrance, attached to and supported by a building.

May

That which is permissible.

Mean Sea Level

The average altitude of the sea surface for all tidal stages.

Median Strip

The dividing area, either paved or landscaped, between opposing lanes of traffic on a roadway.

Microclimate

The climate of a small, distinct area, such as a city street or a building's courtyard; it can be favorably altered through functional landscaping, architecture, or other design features.

Minimize

To reduce or lessen, but not necessarily to eliminate.

Mini-park

Small neighborhood park usually of one acre or less.

Mitigate

To ameliorate, alleviate, or avoid to the extent reasonably feasible.

Mixed-use

Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building.

Mobile Home

A structure, transportable in one or more sections, built on a permanent chassis and designed for use as a single-family dwelling unit when connected to required utilities.

Moderate-income Household

A household with an annual income of between 80 and 120 percent of the Santa Clara County median household income by household size, as determined by a survey of incomes conducted by Santa Clara County, or in the absence of such a survey, based on the latest available findings for the County as provided by the U.S. Department of Housing and Urban Development (HUD).

Modular Unit

A factory-fabricated, transportable building or major

component designed for use by itself or for incorporation with similar units into a structure for residential, commercial, educational, or industrial use. A modular unit does not have any chassis for future movement. (See "Mobile Home.")

Motel

See "Hotel."

Must

That which is mandatory.

Natural State

The condition existing prior to development.

Necessary

Essential or required.

Need

A condition requiring supply or relief. The City may act upon findings of need within or on behalf of the community.

Neighborhood Unit

According to one widely-accepted concept of planning, the neighborhood unit should be the basic building block of the city, with an elementary school and other community facilities located at its center and arterial streets at its perimeter. The distance from the school to the perimeter should be a comfortable walking distance for a school-age child; there should be no through-traffic. Limited industrial or commercial would occur on the perimeter where arterials intersect. This was the model for American suburban development after World War II.

Noise Attenuation

Reduction of the level of a noise source using a substance, material, or surface, such as earth berms and/or solid concrete walls.

Noise Contour

A line connecting points of equal noise level as measured on the same scale. Noise levels greater than the 60 L_{dn} contour (measured in dBA) require noise attenuation in residential development.

Non-attainment

The act of not achieving a desired or required level of performance. Frequently used in reference to air quality.

Objective, Quantified

A specific statement of desired future condition toward which the City will expend effort in the context of striving to achieve a broader goal.

Office

General business offices, medical and professional offices, administrative or headquarters offices for large wholesaling and manufacturing operations, and research and development.

Open Space Land

Any parcel or area of land or water which is essentially unimproved and devoted to an open space use for the purposes of (1) the preservation of natural resources, (2) the managed production of resources, (3) outdoor recreation, or (4) public health and safety.

Orchard

A group of fruit trees, either small and diverse for

home use, or large and uniform (*i.e.*, one variety) for revenue. Such a collection must be planted, managed, and renewed by the householder or farmer and should not be confused with a naturally occurring grove. Citrus plantations are customarily called groves.

Outdoor Advertising Structure

A device used or intended to direct attention to a business, profession, commodity, service, or entertainment conducted, sold, or offered elsewhere than upon the lot where such device is located.

Outdoor Recreation Use

A privately owned or operated use providing facilities for outdoor recreation activities.

Para-transit

Transportation services which operate vehicles such as buses, jitneys, taxis, and vans for senior citizens, pools of employees, and/or mobility-impaired.

Parcel

A lot, or contiguous group of lots, in single ownership or under single control, usually considered a unit for purposes of development.

Parking Area, Shared

A public or private parking area used jointly by two or more uses.

Parking Area, Public

An open area, excluding a street or other public way, used for the parking of automobiles and available to the public, whether for free or for compensation.

Parks

Open space lands whose primary purpose is recreation. Community parks provide recreational opportunities beyond those supplied by neighborhood parks and are larger in scale than neighborhood parks but smaller than regional parks. Neighborhood Parks serve the recreational needs of people living or working within a one-half mile radius of the park and also tend to contribute to a distinct neighborhood identity.

Parkway

An expressway or freeway designed for non-commercial traffic only; usually located within a strip of landscaped park or natural vegetation.

Parkway Strip

A piece of land located between the rear of a curb and the front of a sidewalk, usually used for planting low ground cover and/or street trees, also known as a planter strip.

Payback Period

The number of years required to accumulate savings equal to the value of a proposed investment.

Peak Hour

For any given roadway, a daily, 60-minute period during which traffic volume is highest, usually occurring in the morning or evening commute periods.

Performance Standards

Zoning regulations that admit uses based on a particular set of standards of operation rather than on a particular type of use. Performance standards pro-

vide specific criteria limiting noise, air pollution, emissions, odors, vibration, dust, dirt, glare, heat, fire hazards, wastes, traffic impacts, and visual impact of a use.

Physical Diversity

A quality of a site, city, or region in which are found a variety of architectural styles, natural landscapes, and/or land uses.

Policy

A specific statement of principle or of guiding actions which implies clear commitment but is not mandatory. A general direction that a governmental agency sets to follow, in order to meet its goals and objectives, before undertaking an action program. (See "Program.")

Pollution, Non-point

Sources for pollution which are less definable and usually cover broad areas of land, such as agricultural land with fertilizers that are carried from the land by runoff.

Pollution, Point

In reference to water quality, a discrete source from which pollution is generated before it enters receiving waters, such as a sewer outfall or an industrial waste pipe.

Professional Office Use

A use providing professional or consulting services in the fields of law, architecture, design, engineering, accounting, and similar professions.

Program

An action, activity, or strategy carried out in response to adopted policy to achieve a specific objective. Policies and programs establish the "who," "how," and "when" for carrying out the "what" and "where" of goals and objectives.

Pro Rata

Refers to the proportionate distribution of the cost of infrastructure improvements associated with new development to the users of the infrastructure on the basis of projected use.

Public and Institutional Use

In addition to "public," includes (1) privately owned and operated activities which are institutional in nature, such as hospitals, museums, and schools; (2) churches and other religious institutions; (3) other nonprofit activities of an educational, youth, welfare, or philanthropic nature which can not be considered a residential, commercial, or industrial activity; and (4) public utilities not owned or operated by a governmental agency.

Public and Quasi-public Facilities

Institutional, academic, governmental and community service uses, either publicly owned or operated by non-profit organizations.

Rare or Endangered Species

A species of animal or plant listed in Sections 670.2 or 670.5, Title 14, California Administrative Code, or Title 50, Code of Federal Regulations, Section 17.11 or Section 17.2, pursuant to the Federal Endangered

Species Act designating species as rare, threatened, or endangered.

Recycle

The process of extraction and reuse of materials from waste products.

Regional

Pertaining to the nine county San Francisco Bay area.

Regional Park

A park typically 150–500 acres in size focusing on activities and natural features not included in most other types of parks and often based on a specific scenic or recreational opportunity.

Regulation

A rule or order prescribed for management of government.

Research and Development Use

A use engaged in study, testing, design, analysis, and experimental development of products, processes, or services.

Residential

Land designated by the City's General Plan and zoning ordinance for buildings consisting only of dwelling units. May be vacant or unimproved. (See "Dwelling Unit.")

Residential, Multiple Family

Three or more dwelling units on a single site, which may be in the same building or in separate buildings.

Residential, Single-Family

A single dwelling unit on a building site.

Resources, Non-renewable

Refers to natural resources, such as fossil fuels and natural gas, which, once used, cannot be replaced and used again.

Restore

To renew, rebuild, or reconstruct to a former state.

Restrict

To check, bound, or decrease the range, scope, or incidence of a particular condition.

Retrofit

The addition of materials and/or devices to an existing building or system to improve its operation or efficiency.

Reverse Annuity Mortgage

A method which enables a homeowner who is a senior citizen to release equity from his or her home. The senior receives periodic payments which can be put to immediate use. Loans are fixed-term and are paid when the house is sold or when the term expires.

Ridgeline

A line connecting the highest points along a ridge and separating drainage basins or small-scale drainage systems from one another.

Right-of-way

The strip of land over which certain transportation and public use facilities are built, such as roadways, railroads, and utility lines.

Riparian Lands

Riparian lands comprise the vegetative and wildlife areas adjacent to perennial and intermittent streams.

Riparian areas are delineated by the existence of plant species normally found near fresh water.

Risk

The danger or degree of hazard or potential loss.

School District Lands

Properties owned by public school districts and used for educational, recreational, and administrative purposes.

Section 8 Rental Assistance Program

A federal (HUD) rent-subsidy program and a main source of federal housing assistance for low-income households. The program operates by providing "housing assistance payments" to owners, developers, and public housing agencies to make up the difference between the "Fair Market Rent" of a unit (set by HUD) and the household's contribution toward the rent, which is calculated at 30% of the household's adjusted gross monthly income (GMI). "Section 8" includes programs for new construction, existing housing, and substantial or moderate housing rehabilitation.

Seniors; Senior Citizens

Persons age 62 and older.

Septic System

A sewage-treatment system that includes a settling tank through which liquid sewage flows and in which solid sewage settles and is decomposed by bacteria in the absence of oxygen. Septic systems are often used for individual-home waste disposal where an urban sewer system is not available.

Setback

The distance between a property line and any structure.

Shall

That which is obligatory or necessary.

Shopping Center

A group of commercial establishments, planned, developed, owned, or managed as a unit, with off-street parking provided on the site.

Should

Signifies a directive to be honored if at all possible.

Sign

Any representation (written or pictorial) used to identify, announce, or otherwise direct attention to a business, profession, commodity, service, or entertainment, and placed on, suspended from, or in any way attached to, any structure, vehicle, or feature of the natural or manmade landscape.

Signal Preemption

A system used by emergency and public transit vehicles and trains to change signal phasing from red to green, thereby assigning immediate right-of-way for a specific purpose.

Siltation

(1) The accumulating deposition of eroded material.
(2) The gradual filling in of streams and other bodies of water with sand, silt, and clay.

Single-family Dwelling, Attached

A dwelling unit structurally connected with other

such dwelling units, and occupied or intended for occupancy by only one family. (See "Family.")

Single-family Dwelling, Detached
A dwelling unit occupied or intended for occupancy by only one family, and structurally independent from any other such dwelling unit or structure intended for residential or other use. (See "Family.")

Site
A parcel of land used or intended for one use or a group of uses and having frontage on a public or an approved private street.

Slope
Land gradient described as 100 times the vertical rise divided by the horizontal run.

Solar Access
The provision of direct sunlight to an area specified for solar energy collection when the sun's azimuth is within 45 degrees of true south.

Solar System, Active
A system using a mechanical device—such as a pump or a fan—and energy in addition to solar energy to transport a conductive medium (air or water) between a solar collector and the interior of a building for the purpose of heating or cooling.

Solar System, Passive
A system that uses direct heat transfer from thermal mass instead of mechanical power to distribute collected heat. Passive systems rely on building design and materials to collect and store heat and to create natural ventilation for cooling.

Solid Waste
General category that includes organic wastes, paper products, metals, glass, plastics, cloth, brick, rock, soil, leather, rubber, yard wastes, and wood. Organic wastes and paper products comprise about 75 percent of solid waste in a typical urban area.

Specific Plan
A specific plan is a legal tool for detailed design and implementation of a defined portion of the area covered by a general plan. A specific plan may include all detailed regulations, conditions, programs, and/or proposed legislation which may be necessary or convenient for the systematic implementation of any general plan element(s).

Standards
Usually refers to site design regulations—such as lot area, height limit, frontage, landscaping, and floor area ratio—as distinguished from use restrictions; loosely refers to all requirements in a zoning ordinance.

Storm Runoff
Surplus surface water generated by rainfall that does not seep into the earth but flows overland to flowing or stagnant bodies of water.

Street Furniture
Those features associated with a street that are intended to enhance that street's physical character and use by pedestrians, such as benches, trash receptacles, kiosks, lights, newspaper racks, *etc.*

Street Tree Plan

A comprehensive plan for all City street trees which sets goals for tree canopy densities and solar access, and sets standards for species selection, maintenance, and replacement criteria, and for planting trees in patterns that will define neighborhood character while avoiding monotony or maintenance problems.

Streets, Local

See "Streets, Minor."

Streets, Major

The transportation network which includes a hierarchy of freeways, arterials, and collectors to service through traffic.

Streets, Minor

Local streets not shown on the Circulation Plan, Map, or Diagram, and whose primary intended purpose is to provide access to abutting properties.

Streets, Through

Streets which extend continuously between other major streets in the community.

Structure

Anything constructed or erected which requires location on the ground (excluding swimming pools, fences, and walls used as fences).

Subregional

Pertaining to a portion of the nine county San Francisco Bay area, *e.g.*, Santa Clara County or the mid-peninsula.

Substandard Housing

Residential dwellings which, because of their physical condition, do not provide safe and sanitary housing.

Substantial

Considerable in importance, value, degree, or amount.

Tourism

The business of providing services for persons traveling for pleasure, tourism contributes to the vitality of the community by providing revenue to local business. Tourism can be measured through changes in the transient occupancy tax, or restaurant sales.

Traffic Model

A mathematical statement of traffic movement within a city based on observed relationships between the kind and intensity of development in specific areas. A traffic model operates on the theory that trips are produced by persons living in residential areas and are attracted by various non-residential land uses. (See "Trip.")

Transit

The conveyance of persons or goods from one place to another by means of a local, public, transportation system.

Transit-dependent

Refers to persons unable to operate automobiles or other motorized vehicles, or those who do not own motorized vehicles. Transit-dependent citizens must rely on transit, para-transit, or owners of private vehicles for transportation. Transit-dependent citi-

zens include the young, the handicapped, the elderly, the poor, and those with prior violations in motor vehicle laws.

Transportation Systems Management (TSM)

A comprehensive strategy developed to address the problems caused by additional development, increasing trips, and a shortfall in transportation capacity. Transportation Systems Management focuses on more efficiently utilizing existing highway and transit systems rather than expanding them. TSM measures are characterized by their low cost and quick implementation.

Trees, Heritage

Trees planted by a group of citizens or by the City in commemoration of an event or in memory of a person figuring significantly in the history of the city.

Trees, Landmark

Trees whose size, visual impact, or association with an historically significant structure or event have led the City to designate them as landmarks.

Trees, Street

Trees strategically planted—usually in parkway strips, medians, or along streets—to enhance the visual quality of a street.

Trip

A one-way journey that proceeds from an origin to a destination via a single mode of transportation; the smallest unit of movement considered in transportation studies. (See "Traffic Model.")

Trip Generation

The dynamics that account for people making trips in automobiles or by means of public transportation. Trip generation is the basis for estimating the level of use for a transportation system and the impact of additional development or transportation facilities on an existing, local transportation system. Trip generations of households are correlated with destinations that attract household members for specific purposes.

Truck Route

A path of circulation required for all vehicles exceeding set weight or axle limits, a truck route follows major arterials through commercial or industrial areas and avoids sensitive residential areas.

Undevelopable

Specific areas where topographic, geologic, and/or surficial soil conditions indicate a significant danger to future occupants and a liability to the City are designated as "undevelopable" by the City.

Undue

Improper, or more than necessary.

Uniform Building Code (UBC)

A national, standard building code which sets forth minimum standards for construction.

Uniform Housing Code (UHC)

State housing regulations governing the condition of habitable structures with regard to health and safety standards and which provide for the conservation

and rehabilitation of housing in accordance with the Uniform Building Code (UBC).

Unit Development Plan

A description of a proposed development, consisting at a minimum of a map and adopted ordinance setting forth the regulations governing—and the location and arrangement of—all proposed uses and improvements to be included in the development.

Urban Design

The attempt to give form, in terms of both beauty and function, to selected urban areas or to whole cities. Urban design is concerned with the location, mass, and design of various urban components and combines elements of urban planning, architecture, and landscape architecture.

Urban Open Space

The absence of buildings or development, usually in well-defined volumes, within an urban environment.

Urban Sprawl

Haphazard growth or outward extension of a city resulting from uncontrolled or poorly managed development.

Use

The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged pursuant to the City's zoning ordinance and General Plan land use designation.

Use Permit

The discretionary and conditional review of an activity, function, or operation on a site or in a building or facility.

Utility Corridors

Rights-of-way or easements for utility lines on either publicly or privately owned property. (See "Right-of-way" and "Easement.")

VanTrans

A special van service for Los Altos residents.

View Corridor

The line of sight—identified as to height, width, and distance—of an observer looking toward an object of significance to the community (*e.g.*, ridgeline, river, historic building, *etc.*).

Viewshed

The area within view from a defined observation point.

Warehousing Use

A use engaged in storage, wholesaling, and distribution of manufactured products, supplies, and equipment, excluding bulk storage of materials which are flammable or explosive or which present hazards or conditions commonly recognized as offensive.

Wastewater Irrigation

The process by which wastewater that has undergone primary treatment is used to irrigate land.

Watercourse

Natural or once (perennially or intermittently) naturally-flowing water including rivers, streams, and

creeks. Includes natural waterways that have been channelized, but does not include manmade channels, ditches, and underground drainage and sewage systems.

Watershed

The total area above a given point on a watercourse that contributes water to its flow; the entire region drained by a waterway or watercourse which drains into a lake, reservoir, or the San Francisco Bay.

Waterway

See "Watercourse."

Wildlife Refuge

An area maintained in a natural state for the preservation of both animal and plant life.

Workplace Use

The combination of a variety of businesses, from office to research and development to light industry to warehousing, located in structures built with open floor plans, so as to leave most interior improvements to the tenants to design to their needs. (See "Industrial Park.")

Zone, Combining

A special purpose zone which is superimposed over the regular zoning map. Combining zones are used for a variety of purposes, such as airport compatibility, flood plain or wetlands protection, historic designation, or special parking regulations. Also called "overlay zone."

Zone, Interim

A zoning designation that temporarily reduces or freezes allowable development in an area until a permanent classification can be fixed; generally as-

signed during General Plan preparation to provide a basis for permanent zoning.

Zone, Study

See "Zone, Interim."

Zoning

The division of a city by legislative regulations into areas, or zones, which specify allowable uses for real property and size restrictions for buildings within these areas; a program that carries out policies of the General Plan.

Zoning District

A designated section of the city for which prescribed land use requirements and building and development standards are uniform.

Zoning Bonus

See "Zoning, Incentive."

Zoning, Incentive

The awarding of bonus credits to a development in the form of allowing more intensive use of land if public benefits—such as preservation of greater than the minimum required open space, provision for low- and moderate-income housing, or plans for public plazas and courts at ground level—are included in a project.

Zone, Traffic

In a mathematical traffic model, the area to be studied is divided into zones, with each zone treated as producing and attracting trips. The production of trips by a zone is based on the number of trips to or from work or shopping, or other trips produced per dwelling unit. A zone attracts work trips based on employment in the zone.

12

12. ADOPTION

RESOLUTION NO. 87-41 OF THE COUNCIL OF THE CITY OF LOS ALTOS, CALIFORNIA

A RESOLUTION CERTIFYING THE FINAL ENVIRONMENTAL IMPACT REPORT FOR THE LOS ALTOS GENERAL PLAN

WHEREAS, it is the policy of the State of California and the City of Los Altos, as provided in the provisions of the California Environmental Quality Act of 1970, as amended, and the provisions of Title XIV, California Administrative Code, Guidelines for Implementation of the California Environmental Quality Act of 1970 (hereinafter "CEQA" and "Guidelines", respectively), that the City shall not approve a project that would result in a significant environmental impact if there are feasible alternatives or feasible mitigation measures available which would substantially lessen the significant environmental effects of such projects; and

WHEREAS, a Final Environmental Impact Report (hereinafter "FEIR") analyzing the potential significance of impacts associated with the City of Los Altos General Plan has been prepared pursuant to the requirements of CEQA, and Guidelines; and

WHEREAS, the FEIR, in accordance with the intent of State Planning and Zoning Law and Guidelines, has been prepared to integrate the State law requirements for the General Plan and CEQA for reasons of efficiency and to address the environmental implications of the adoption of the General Plan; and

WHEREAS, the Final Environmental Impact Report consists of: The Draft Environmental Impact Report (hereinafter "DEIR"); comments on the DEIR and responses thereto; the list of organizations and agencies receiving the DEIR; revisions to the text of the DEIR which reflect changes in the project made by the Planning Commission and City Council during their hearings on the General Plan and resultant impacts; and

WHEREAS, the City Council of the City of Los Altos has read and considered all environmental documentation comprising the FEIR and has found that the FEIR has considered all environmental impacts associated with the adoption of the General Plan and is complete and adequate and fully complies with all requirements of CEQA and the Guidelines.

NOW, THEREFORE, BE IT RESOLVED, that the City Council of the City of Los Altos does hereby certify that the Final Environmental Impact Report on the General Plan is complete, correct, and adequate, and has been prepared pursuant to CEQA and all State Guidelines.

BE IT FURTHER RESOLVED that the City Council hereby certifies that it has reviewed the Final Environmental Impact Report on the General Plan, and has considered the information contained therein prior to taking action on the General Plan.

I HEREBY CERTIFY that the foregoing Resolution was duly introduced and adopted by the City Council of the City of Los Altos at a meeting thereof held on the 20th day of October, 1987, by the following roll call vote:

AYES: Eng, Lave, Verlot, Wendin, Mayor Reed
NOES: None
ABSENT: None

RESOLUTION NO. 87-42 OF THE COUNCIL OF THE CITY OF LOS ALTOS, CALIFORNIA

A RESOLUTION ADOPTING FINDINGS PURSUANT TO CERTIFICATION OF THE FINAL ENVIRONMENTAL IMPACT REPORT FOR THE LOS ALTOS GENERAL PLAN

WHEREAS, it is the policy of the State of California and the City of Los Altos, as provided in the provisions of the California Environmental Quality Act of 1970, as amended, and the provisions of Title XIV, California Administrative Code, Guidelines for Implementation of the California Environmental Quality Act of 1970 (hereinafter "CEQA" and "Guidelines", respectively), that the City shall not approve a project that would result in a significant environmental impact if there are feasible alternatives or feasible mitigation measures available which would substantially lessen the significant environmental effects of such projects; and

WHEREAS, the City Council of the City of Los Altos has caused to be prepared a Final Environmental Impact Report (hereinafter "FEIR") addressing the environmental implications associated with the adoption of the Los Altos General Plan; and

WHEREAS, following review and consideration of the FEIR, oral and written comments received from the public, and other substantial evidence in the record, the City Council of the City of Los Altos, in Resolution No. 87-41, accepted the Final Environmental Impact Report and certified also its adequacy, accuracy, correctness, and completeness; and

WHEREAS, Section 15091 of the Guidelines requires that the City make one or more of the following findings prior to approval of a project for which a Final Environmental Impact Report has been completed when the FEIR identifies one or more significant effects of the project, along with statements of facts supporting each finding:

Finding 1 - Changes or alterations have been required in, or incorporated into, the project which avoid or substantially lessen the significant environmental effects thereof as identified in the FEIR.

Finding 2 - Such changes or alterations are within the responsibility and jurisdiction of another public agency

and not the agency making the finding. Such changes have been adopted by such other agency or can and should be adopted by such other agency.

Finding 3 - Specific economic, social, or other considerations made infeasible the mitigation measures or project alternative identified in the FEIR.

NOW, THEREFORE, BE IT HEREBY RESOLVED, that the City Council of the City of Los Altos hereby finds the following based upon its review and consideration of the FEIR and other substantial evidence in the record.

FINDINGS AND STATEMENT OF FACTS IN SUPPORT OF THE LOS ALTOS GENERAL PLAN BACKGROUND STATEMENT

a. Relationship between the General Plan and the Environmental Impact Report (hereinafter "EIR").

The Los Altos General Plan has been prepared to meet the requirements of California Government Code Section 65300 *et seq.*, which require every City and County in the State to prepare a General Plan to guide its future development. These requirements specify that seven mandatory elements be prepared to address issues of critical State and local concern, and allow for the preparation of numerous other optional elements depending on the concerns of the local community.

The Los Altos General Plan is a policy document to guide decision-making for future conservation and development of the City. The General Plan contains a total of eleven chapters, which have been organized to meet both State mandates and local concerns. The General Plan and its adopted portions as described in Chapter 2, Introduction, constitute the EIR "project."

In compliance with the requirements of State law, an EIR was prepared to address the environmental effects of the adoption of the General Plan. Both the State Environ-

mental Guidelines and State Planning and Zoning Law encourage the integration of the General Plan and EIR through incorporation by reference and/or identification of where the General Plan addressed each of the points required by an EIR. Because environmental analysis is such an integral function in the preparation of the General Plan, the EIR combines the latter two approaches. Extensive reference is made in the EIR to sections of the General Plan which address topics common to both the General Plan and EIR.

Section 14146 of the State CEQA Guidelines provides that the degree of specificity required in an EIR will correspond to the degree of specificity involved in the underlying activity described in the EIR.

The General Plan has been subject to public review at one properly advertised Community Preview, one properly advertised public hearing before the Historical Commission, one properly advertised public hearing before the Parks and Recreation Commission, fourteen (14) properly advertised public hearings before the Planning Commission, two (2) properly advertised work sessions before the City Council, and five (5) properly advertised public hearings before the City Council.

b. Relationship between the Final Environmental Impact Report and the General Plan.

The Final Environmental Impact Report for the General Plan has been prepared to evaluate the impacts of the General Plan as it has been revised by the Planning Commission and the City Council. Specifically, the Final EIR includes in Chapter VI, Alternatives to the Proposed Action, two additional alternatives—one titled “Planning Commission Alternative Goals, Policies, Programs, and Land Use Designations” (Alternative 4) and the other titled “City Council Alternative Goals, Policies, Programs, and Land Use Designations” (Alternative 5).

SIGNIFICANT ENVIRONMENTAL EFFECTS OF THE PROJECT WHICH HAVE BEEN AVOIDED OR MITIGATED TO ACCEPTABLE LEVELS

The following sets forth all effects of the General Plan found to be significant identified in the EIR, and with

respect to each effect, makes one or more of the findings and, as appropriate, refers to the Statement of Overriding Considerations adopted concurrently by Resolution No. 87-43, and attached hereto.

The General Plan is found to have the following significant effects which have been avoided or mitigated to acceptable levels. Acceptable levels mean that all significant environmental effects that, in the judgement of the City Council, can feasibly be avoided, have been eliminated or substantially lessened as determined through the subsequent findings and facts in support of such findings.

SIGNIFICANT EFFECTS. Significant effects which can not be entirely avoided are described on Page 52 of the Final Environmental Impact Report where the following impacts are identified:

- Increase in the number of housing units and amount of commercial building space.
- Increase in traffic on local and regional roadways. This increase will include both background traffic and traffic associated with development permitted by the Los Altos General Plan.
- Increase in noise levels, air pollution, and energy consumption. These increases will result from increases in background traffic and increases in traffic associated with development permitted by the Los Altos General Plan.
- Changes in the appearance of residential neighborhoods and commercial areas as a result of new development, and in the appearance of entryways to the City as a result of increased traffic.

Finding. The City Council makes Finding 1, as described above.

Facts in Support of Findings. Implementation of the General Plan will result in impacts which, considered cumulatively, cannot be avoided or reduced to levels of insignificance. The City Council finds that the adoption of the General Plan will provide mitigating measures through its Goals, Policies, and Programs which will avoid or substantially reduce impacts for the following reasons:

- The City Council, in adopting the General Plan has reduced the additional number of dwelling units permitted in the Proposed Land Use Changes (Figure 4-6) from a range of 451 to 826 to a range of 225 to 344 additional units over those allowed under the existing regulations.
- Economic Development Policies 22 and 31 and Programs 32, 33, 45, and 46 provide for ultimate reduction in existing build-out potential in commercial areas.
- Economic Development Program 12 provided mechanisms for mitigating the impacts of increased commercial intensity along El Camino Real.
- Decreases in the total number of potential dwelling units and future reduction of commercial build-out potential will (1) lessen the impacts of increased traffic associated with development permitted by the Plan and (2) result in fewer traffic impacts than identified in the Plan and a commensurate reduction in noise, air pollution, and energy consumption.
- Impacts to community appearance are mitigated by the Goals, Policies, and Programs of the Community Design and Historic Resources Chapter; the Conservation, Open Space, and Community Facilities Chapter; and through the reduced development adopted by the City Council.

SIGNIFICANT ENVIRONMENTAL EFFECTS OF THE PROJECT WHICH WOULD BE AVOIDED OR SUBSTANTIALLY LESSENED THROUGH CHANGES OR ALTERATIONS WHICH ARE WITHIN THE JURISDICTION OF OTHER AGENCIES

The General Plan will have the following significant effects which can be avoided or substantially lessened through changes or alterations which are within the jurisdiction of other agencies. These significant effects are described for their respective topics in one or more of the following sections of the FEIR.

Significant effects are found in the FEIR in Chapter II, Summary; Project Impacts and Recommended Mitigation Measures, Cumulative and Growth-Inducing Impacts,

and Unavoidable and Irreversible Adverse Impacts; Chapter IV, Environmental Setting, Impacts and Mitigation Measures; Chapter V, Cumulative and Growth-Inducing Impacts of the Proposed Action; Chapter VI, Alternatives to the Proposed Action; Chapter VII, Unavoidable and Irreversible Adverse Impacts; and Chapter VIII, Relationship Between Local Short Term Uses of the Environment and the Maintenance and Enhancement of Long Term Productivity.

The General Plan Policies will have the following significant effects which are found to be infeasible to mitigate to acceptable levels or are not avoidable through application of feasible alternatives.

SIGNIFICANT TRAFFIC EFFECTS. Increases in traffic on local and regional roadways from background traffic and traffic associated with development permitted by the General Plan would result in some intersections exceeding an acceptable level of service as shown on Tables 3, 4, and 5 of the Final Environmental Impact Report.

Findings, and Facts in Support of Findings. The City Council makes Finding 2, as described above, and specifically that the following changes or alternatives are within the responsibility and jurisdiction of another agency and can or should be adopted by such other agency.

Improvements to intersections 12, 15, 18, 24, and 37 are not wholly within the jurisdiction of the City of Los Altos and are not necessarily compatible with City policy. Nonetheless, adjacent cities and Santa Clara County should work with the City to achieve acceptable mitigation.

Finding, and Facts in Support of Findings. The City Council makes Finding 3 as described above, and specifically that mitigations proposed in the Final Environmental Impact Report are infeasible at this time.

Improvements to Intersections 9, 32, 33, and 40 are recommended to bring these intersections to an acceptable Level of Service. However, in adopting the General Plan, the City Council has made land use recommendations which affect the traffic analysis and mitigation measures represented in Figure 8-15 of the General Plan. The degree to which the land use recommendations improve Level of

Service at specific intersections is unknown at this time. It is, therefore, infeasible for the City Council to adopt mitigations for these intersections based on current data.

PROJECT ALTERNATIVES FOUND TO BE INFEASIBLE BY REASON OF ECONOMIC, SOCIAL, OR OTHER CONSIDERATIONS

FINAL ENVIRONMENTAL IMPACT REPORT ALTERNATIVES

Alternatives 1, 2 and 3

Several alternatives were considered in the Environmental Impact Report which the City Council hereby finds infeasible for the economic, social, or other reasons, as set forth below:

The approved project will involve the aforementioned insignificant, significant, and irreversible impacts. Three of the project alternatives contained in Chapter VI of the FEIR include the following alternatives: No Project Alternative, Plan Update only as Mandated by State Law, and Alternative Goals, Policies, Programs, and Land Use Designations. These alternatives have been reviewed and rejected for reasons stated in the DEIR. The alternatives would result in less efficient or unbalanced planning for community needs.

Alternative 4

An additional alternative was developed for the Environmental Impact Report which represents the Planning Commission's recommendations for adoption of the Plan. This alternative is found to have fewer impacts while still providing for orderly and balanced conservation and development of the City. For reasons further described in these findings and in the EIR, the Planning Commission found this alternative preferable.

Alternative 5

This alternative represents an analysis of the City Council's action of the General Plan as it differs from the

June Draft General Plan and the Planning Commission's recommendations (Alternative 4). The Environmental Impact Report concludes that, overall, the impacts of the City Council's action on the General Plan are similar to the Planning Commission Alternative. The City Council's plan increases the available housing stock in the city by approximately 1 percent. In making provisions for increased housing opportunities, the Council finds that such provisions are necessary to meet the needs of the City's current and future population and the City's regional fair share of the housing need.

The City Council's plan also increases the potential in North Entry and Foothill Plaza for commercial uses which serve a wider geographic area. No net change in traffic impacts are anticipated, as retail uses associated with the thoroughfare Commercial Land Use Designation generate traffic off peak. In making these changes, the City Council found that such provisions are necessary to maintain and enhance the economic base of the City of Los Altos.

This alternative is found to have impacts generally similar to the Planning Commission alternative while providing for orderly and balanced conservation and development of the City. For reasons further described in these findings and the the EIR, the City Council finds this alternative preferable.

NOW, THEREFORE, BE IT HEREBY RESOLVED, that the City Council of the City of Los Altos adopts the findings pursuant to certification of the Final Environmental Impact Report for the Los Altos General Plan.

I HEREBY CERTIFY that the foregoing Resolution was duly introduced and adopted by the City Council of the City of Los Altos at a meeting thereof held on the 20th day of October, 1987, by the following roll call vote:

AYES: Eng, Lave, Verlot, Wendin, Mayor Reed

NOES: None

ABSENT: None

RESOLUTION NO. 87-43 OF THE CITY COUNCIL OF THE CITY OF LOS ALTOS, CALIFORNIA

A RESOLUTION ADOPTING STATEMENTS OF OVERRIDING CONSIDERATION PURSUANT TO CERTIFICATION OF THE FINAL ENVIRONMENTAL IMPACT REPORT FOR THE LOS ALTOS GENERAL PLAN

WHEREAS, it is the policy of the State of California and the City of Los Altos, as provided in the provisions of the California Environmental Quality Act of 1970, as amended, and the provisions of Title XIV, California Administrative Code, Guidelines for Implementation of the California Environmental Quality Act of 1970 (hereinafter "CEQA" and "Guidelines", respectively), that the City shall not approve a project that would result in a significant environmental impact if there are feasible alternatives or feasible mitigation measures available which would substantially lessen the significant environmental impacts of such projects; and

WHEREAS, the adoption of a General Plan or amendments thereto is a project as defined in CEQA and Guidelines; and

WHEREAS, the City of Los Altos has caused to be prepared a Final Environmental Impact Report (hereinafter "FEIR"), addressing the environmental implications associated with the adoption of the Los Altos General Plan which the City council has accepted and certified as adequate, correct, and complete; and

WHEREAS, the City Council of the City of Los Altos, in Resolution NO. 87-42, has made certain findings, pursuant to the requirements of CEQA and Section 15091 of the Guidelines, pertaining to the significant impacts associated with adoption of the General Plan, identifying those significant impacts which, by virtue of mitigating measures described in the FEIR and conditions listed in Resolutions No. 87-42, have been avoided or substantially reduced, and explaining why project alternatives have been rejected for economic, social, or other reasons; and

WHEREAS, Section 15093(a) of the Guidelines requires the City to balance the benefits of a proposed project against its unavoidable environmental risks in determining whether to approve the project; and

WHEREAS, substantial public testimony and evidence in the record indicates the need for adoption of a General Plan that balances the conservation and development of the city's resources with the future needs of the city; and

WHEREAS, Section 15093(b) requires, where the decision of the City allows the occurrence of significant effects which are identified in an Environmental Impact Report but are not substantially mitigated, that the City must state in writing the reasons to support its action based on the Environmental Impact Report and/or other information in the record; and

WHEREAS, notwithstanding its findings that most of the significant effects of the proposed adoption of the General Plan have been avoided or substantially reduced, and other impacts are infeasible to reduce, the City desires to set forth the economic, social, and other reasons that support its adoption of the General Plan.

NOW, THEREFORE, BE IT HEREBY RESOLVED, that the City Council of the City of Los Altos makes the following Statements of Overriding Consideration in support of its action:

1. Adoption of the General Plan is necessary to provide overall policy guidance to assure orderly, balanced conservation and development of all City resources.
2. Adoption of the General Plan is necessary for the City to have a comprehensive, integrated, and updated General Plan.
3. Land use designations provided for in the General Plan provide for orderly development and growth to meet the needs of the City for the provision of land for housing, economic development, open space, natural resources, recreation, retention of community character and history, education, public and quasi-public buildings and grounds, and facilities, and other categories of public and private uses of land.

4. A Circulation Plan is necessary for defining the function and location of roads and bikeways and integrating roads and bikeways with land uses.

5. The hazards represented on the Development Constraints Diagram and Noise Contours maps are intended to be used for planning purposes to identify areas for mitigation in order to reduce hazard to existing and future residents.

6. State law directs the City to provide for its fair share of the regional housing need. The proposed General Plan allows for adequate growth in residential development which will allow the City to provide the opportunity for its regional fair share to be developed.

7. Future commercial development allowed by the General Plan is essential to maintaining balance in the City's fiscal structure and providing jobs, and local shopping opportunities for the existing and future population of the City.

8. The increase in residential and economically related development projected by the year 2005 and contemplated by the General Plan will require planning for and new or improved transportation facilities. Government Code 65302(b) requires that the Circulation Element be correlated with the Land Use Element of the General Plan. The Circulation Chapter of the General Plan will allow for the development of sufficient transportation capacity to ensure this correlation is achieved.

9. The increase in residential and economically related development projected by the year 2005 and contemplated by the General Plan will require the maintenance of solid waste disposal options, wastewater management, and water supply. The General Plan will ensure that this infrastructure is managed commensurate with land use demands.

10. Planning for the provision of parks and recreation facilities through a variety of mechanisms such as ownership, lease, dedication, and cooperative efforts with agencies is necessary to meet the needs of the city's existing and future population and provides for the comprehensive and long-range preservation of open space, pursuant to Government Code 65563.

NOW, THEREFORE, BE IT HEREBY RESOLVED, that the City Council of the City of Los Altos adopts these Statements of Overriding Consideration pursuant to certification of the Final Environmental Impact Report for the Los Altos General Plan.

I HEREBY CERTIFY that the foregoing Resolution was duly introduced and adopted by the City Council of Los Altos at a meeting thereof held on the 20th day of October, 1987, by the following roll call vote:

AYES:	Eng, Lave, Verlot, Wendin, Mayor Reed
NOES:	None
ABSENT:	None

RESOLUTION NO. 87-44 OF THE COUNCIL OF THE CITY OF LOS ALTOS, CALIFORNIA

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LOS ALTOS ADOPTING THE LOS ALTOS GENERAL PLAN

WHEREAS, it is the policy of the State of California, as provided in Section 65300 *et seq.* of the California Government Code, that every City and County prepare a General Plan containing policies to guide its future development; and

WHEREAS, the California Government Code requires each General Plan to contain seven mandatory elements and authorizes the preparation of numerous optional elements based on the local community's values and interest; and

WHEREAS, the California Government Code requires that the elements of the General Plan be internally consistent; and

WHEREAS, it is the intent of the City of Los Altos to adopt a General Plan that, to the greatest degree possible, reflects the goals and objectives of the citizens of the City, contains policies that are internally consistent, and is fully in compliance with applicable State laws; and

WHEREAS, a General Plan which updates and consolidates the elements of the existing Los Altos General Plan has been prepared; and

WHEREAS, the California Government Code, in Section 65301, provides that the General Plan may be adopted in any format deemed appropriate or convenient by the local jurisdiction, including the combining of elements, as long as the issues of the mandatory elements are adequately addressed; and

WHEREAS, said General Plan is comprised of eleven chapters and their adopted Goals, Policies, Programs, Text, and Diagrams, which address the required issues of the seven mandatory elements required by State law and the issues of optional elements (as described and illustrated in the General Plan Introduction, Chapter 2); and

WHEREAS, the General Plan also includes an Introduction Chapter, Economic Development Chapter, and a Community Design and Historic Resources Chapter, which will have full force and effect; and

WHEREAS, said General Plan has been prepared with considerable public input including the trends and issues identified by the 2005 Committee, a majority of the Goals, Policies, and Programs, and Land Use recommendations of the General Plan Review Committee, input received at three public workshops held by the General Plan Review Committee, input from the results of a telephone, scientific, random sample survey of Los Altos households, a special edition of the City Newsletter and the returned "Civic Soapbox" comments, and hundreds of written comments; and

WHEREAS, said General Plan has been subject to public review at one properly advertised Community Preview, one properly advertised public hearing before the Historical Commission, one properly advertised public hearing before the Parks and Recreation Commission, fourteen (14) properly advertised public hearings before the Planning Commission; two (2) properly advertised work sessions before the City Council and five (5) properly advertised hearings before the City Council; and

WHEREAS, the adoption of a General Plan or amendments thereto is a project as defined in the California Environmental Quality Act of 1970, as amended (hereinafter "CEQA"), and the provisions of Title XIV, California Administrative Code, Guidelines for the Implementation of CEQA (hereinafter "Guidelines"); and

WHEREAS, an environmental impact report was prepared in accordance with CEQA and the State CEQA Guidelines, assessing the impacts of adoption of said General Plan; and

WHEREAS, as encouraged by the General Plan Guidelines for State Planning and Zoning Law and the State CEQA Guidelines, the General Plan and the Environmental Impact Report on the General Plan have been integrated for reasons of efficiency and to address the environmental implications that must be analyzed before the Plan is adopted; and

WHEREAS, the City Council, in Resolution No. 87-41, certified the Final Environmental Impact Report on the General Plan as complete, correct, and adequate, and prepared pursuant to CEQA and all appropriate State and local guidelines; and

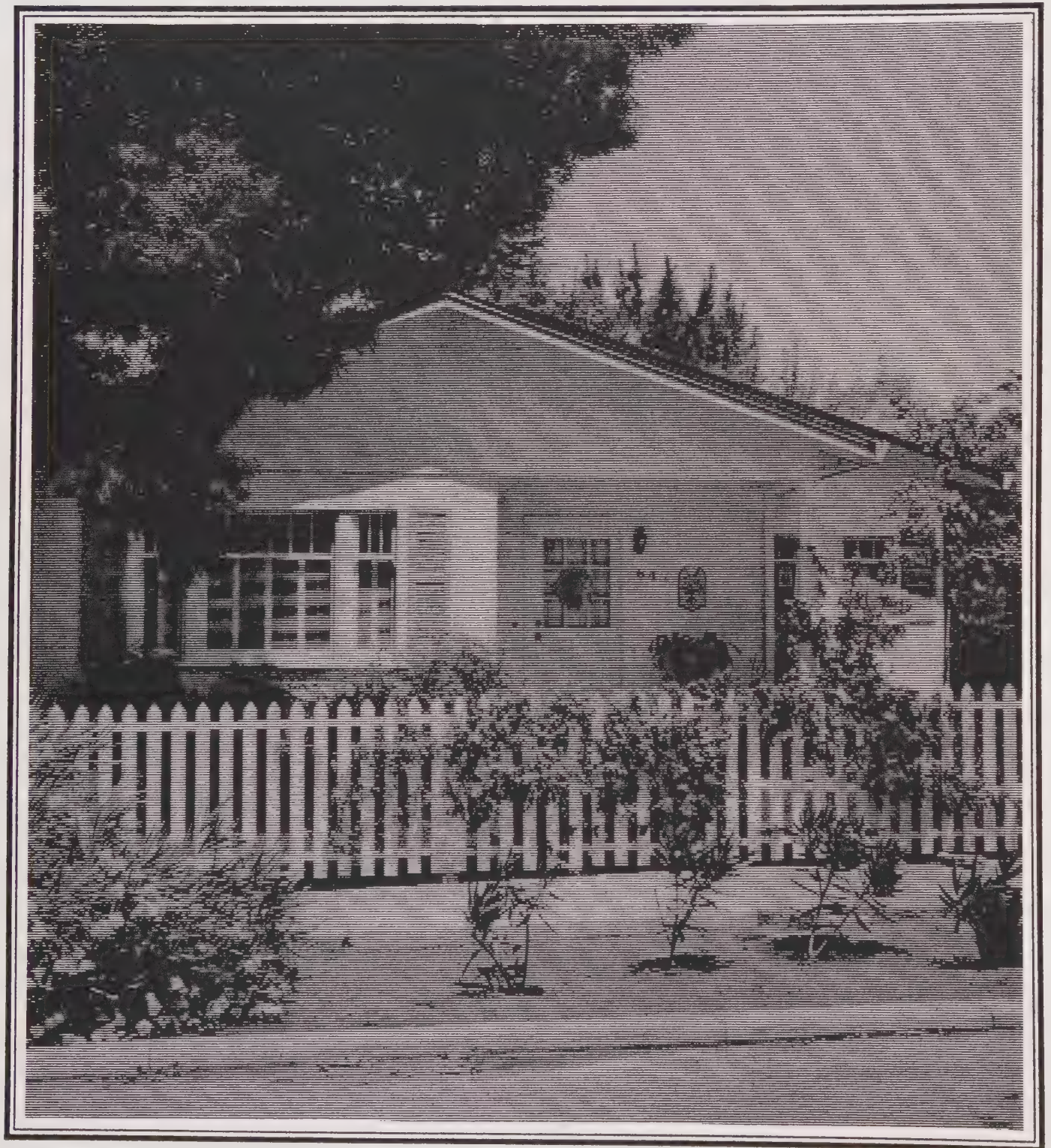
WHEREAS, the City Council, in Resolution No. 87-42, has made findings pursuant to the requirements of CEQA and Section 15091 of the Guidelines pertaining to significant impacts associated with the adoption of the General Plan; and

WHEREAS, the City Council, in Resolution No. 87-43, has adopted Statements of Overriding Consideration pursuant to the requirements of CEQA and Section 15093 of the Guidelines pertaining to balancing the benefits of a proposed project against its unavoidable environmental risks.

NOW, THEREFORE, BE IT HEREBY RESOLVED, that the City Council of the City of Los Altos adopts the updated and consolidated Los Altos General Plan incorporated herein by reference.

I HEREBY CERTIFY that the foregoing Resolution was duly introduced and adopted by the City Council of the City of Los Altos at a meeting thereof held on the 20th day of October, 1987, by the following roll call vote:

AYES:	Eng, Lave, Verlot, Wendin, Mayor Reed
NOES:	None
ABSENT:	None



13

13. INDEX

Subject	Page	Subject	Page
A ir Quality	139–142, 145–146	Neighborhood Serving	79, 86
Annexation	25, 26, 27–28, 44–45	Office	79–80
Local Agency Formation Commission (LAFCO)	27–28	Pedestrians	23
Sphere of Influence/Planning Area	25	Retail Sales	77, 79–80
Archaeology	13, 23, 30	Signs	19
Association of Bay Area Governments (ABAG)	55–57	Traffic/Parking	78, 81, 132–133
		Vitality	80–81
		Community and Cultural Events	19
		Community Identity	14
		Neighborhoods/Residential	15, 25, 65, 66
		Community Survey	14
		Conservation (See Open Space)	
		Cooperation, General	87, 102–103
		Public/Private	97–98
		School/City (See Schools)	
		County General Plan	7
		Creeks	89, 90, 91, 100, 136, 143
B ackground Reports	10		
Bicycles	89, 91, 118–120, 133	D emographics	25, 29, 44, 48, 54
Bikeways Plan	121, 133	Growth	55–56, 73
Budget		Household Characteristics	49, 51–52
Annual Operating Budget		Poverty Status	52
Capital Improvement Program		Density Bonuses	32, 66, 91
Build-out, General	27, 41–44, 144	Dependent Care	98, 104
Commercial (See Commercial)		Design Standards	18
Downtown (See Downtown)		Architectural Review	18
Residential (See Residential and Housing)		Commercial (See Commercial)	
Building Code	63, 68	Downtown (See Downtown)	
		Fences and Walls	19
		Housing (See Housing)	
		Development (Also see Build-out)	
		Constraints	29
		Development Constraints Diagram	8, 135, 142
		Site Development	45
		Downtown, General	83–85
		Build-out	42–43, 83, 85
		Commercial Development (See Commercial)	
		Design Standards	22, 30, 83
C alifornia Environmental Quality Act (CEQA)	11		
Chester Circle	39, 62		
Child Care	98		
Day Care Programs (See Schools)			
Circulation Plan	7, 130		
Civic Center	34		
Commercial			
Build-out	41–44, 43, 80		
Centers	74–75, 75		
Design Standards	22, 23, 31		
Development	78		
Land Use Designations	32–33		
Land Use Policies	17, 30, 75–76		
Landscaping	23		
Mixed-use	34		

Subject	Page	Subject	Page
Entryways (See Entryways)		General Plan Review Committee	10, 14
Floor Area Ratio (FAR)	33	Purpose	1
Farmers' Market	22	Updates	11
Open Space	21, 22	Geological Hazards	136, 143-144
<i>In lieu</i> Fees	22	Goals, Policies, and Programs	1, 7
Parking	83, 85		
Pedestrian Facilities	22		
Retail Use	84		
Village Atmosphere	13, 15, 17, 22-23		
		H	
E		Handicapped	52
El Camino Real		Hazardous Waste	148, 149
Commercial Area	14, 31, 42, 78, 81	Hetch Hetchy Right-of-Way	34, 38, 91
Mixed-use Site	34	Historic Preservation	16, 23
Roadway	107	Hotel	82
El Retiro Site	28-29, 38, 45-46, 91	Housing	
Emergency Preparedness	135, 142-143	1980 Housing Element	62-63
Employment	29, 73	Affordable Housing	31, 50, 50-51, 64
Energy	65, 70	Build-out Analysis	59-62
Solar Rights Act	65	Condominium Conversion	63, 68
Solar Shade Control Act	65	Construction	58, 59, 60, 64
Title 24	65	Design Criteria	64, 66
Entryways	19, 20, 22, 90, 101	Fair Housing	62, 68
Erosion	137, 143	Housing Cost	48, 50, 51, 64-65
		Housing Mix	53, 55, 57, 66-67, 68
		Jobs-housing Balance	56
		Land Use (See Land Use)	
		Mobile Homes	63
		Non-conforming Units	68
		Regional Fair Share	56-57, 68
		Rental Units	50
		Second Units	66, 69
		Senior Housing	32, 39-40, 48-49, 52, 62, 68-70
		Special Needs Households	52-55
		I	
		Infrastructure	147, 149
		L	
G		Land Prices	30
General Plan		Land Use	25
1974 General Plan	7	Changes	36, 37, 38-41, 39, 46
2005 Committee	10	Compatibility	45-46, 138
Adoption	8, 165-173		
Amendments	11		
Diagrams	8		

<u>Subject</u>	<u>Page</u>
Designations	31–32, 46
Housing Needs	59–62
Major Influences	27
Plan	7, 46
Landscaping	14, 18
Commercial	23
Entryways (See Entryways)	
Landslides	30, 136–137, 143
Legal Requirements	7, 10
Conservation Element	135
Housing Element	56–57
Noise Element	135
Safety Element	135
State Mandated Elements	12, 47
Library	98, 104–105
Local Agency Formation Commission (LAFCO)	
(See Annexations)	
Los Altos Country Club	41, 89, 91
Loyola Corners	38, 43, 85–86

Mixed-use	34, 46, 67
Municipal Services Center	40

Natural Resources	87
Noise	137–139, 139, 144–145
Contour Maps	8, 140–141
North Entry	33, 38, 42, 79, 82, 83

Office (See Commercial)	
Open Space, General	34, 87–92, 100–102
2005 Committee Recommendations	88
Conservation	87, 100
Creekside Easements (See Creeks)	
Definition	87–88
Downtown (See Downtown)	
Entryways (See Entryways)	
Land Use Changes	40, 41

<u>Subject</u>	<u>Page</u>
Orchards (See Orchards)	
Park Land (See Parks)	
Rancho San Antonio	89, 91
Riparian Land	100
Setbacks (See Setbacks)	
Orchards	90, 101

P	
Parking, General	22, 34, 132–133
(Also See Commercial and Downtown)	
Assessment Districts	83, 85
Parks, General	14, 34, 88, 88–89, 100–102
Park Land Dedication	90, 101
Pedestrian (Also see Downtown and Commercial)	
Facilities	120–122
Pilgrim Haven	45
Planned Community	38, 39, 41
Planned Unit Development	46
Planning Area	7, 25, 26
Planning Fees and Exactions	63–64
Police	98–100, 105
Policies and Programs	12, 17–23, 44–46, 65–71, 80–86, 100–105, 130–134, 142–146, 148–150
Proposition 13	28, 75
Public/Quasi-public	34, 40, 41
Public Safety	135

Rancho Shopping Center	79, 86
Recreation Programs	102
Recycling	
Residential, General	
Build-out (Also see Housing)	44
Character (See Community Identity)	
Residential Land Use Designations	31–32
Residential Land Use Policies	25

Santa Clara Valley Water District	136, 143
Schools, General	92-97, 93

178

UC BE



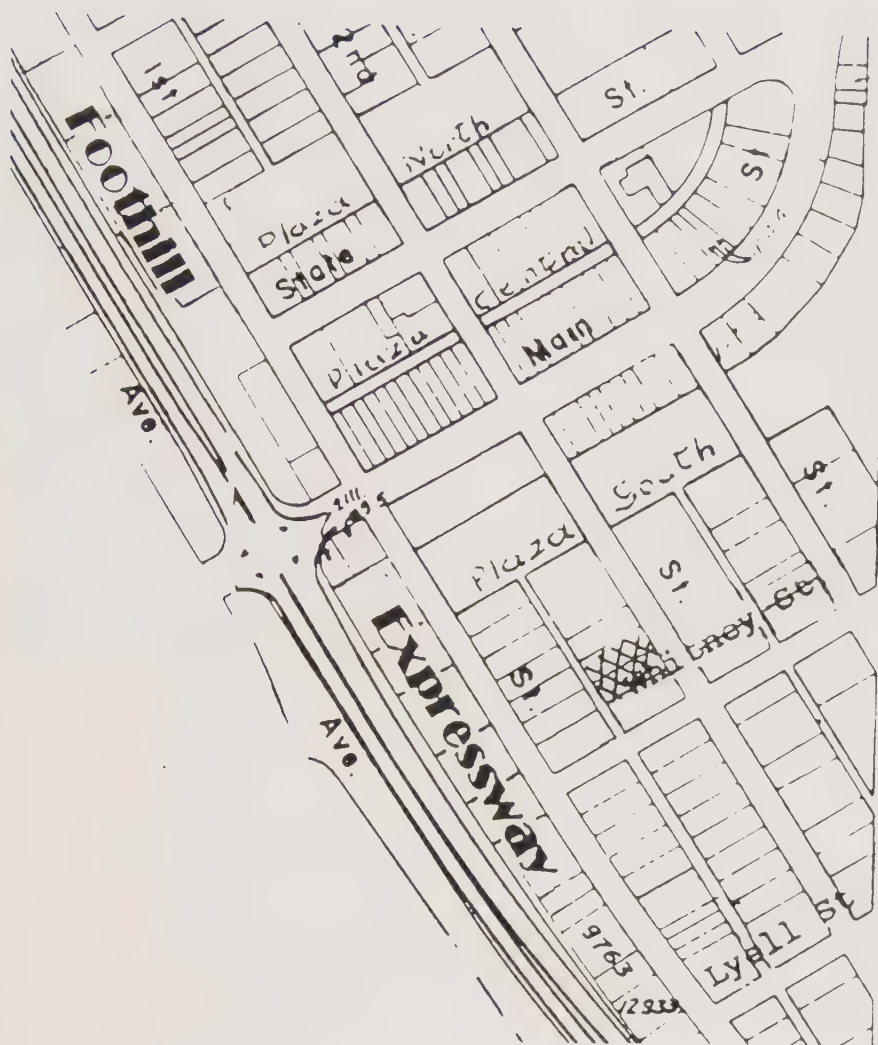
CL

Food



RECYCLED PAPER.
MINIMUM 20% POST-CONSUMER
FIBER CONTENT.

Columbian® — 97 Clasp (10 x 13)



S. San Antonio Rd.

Zoning Change



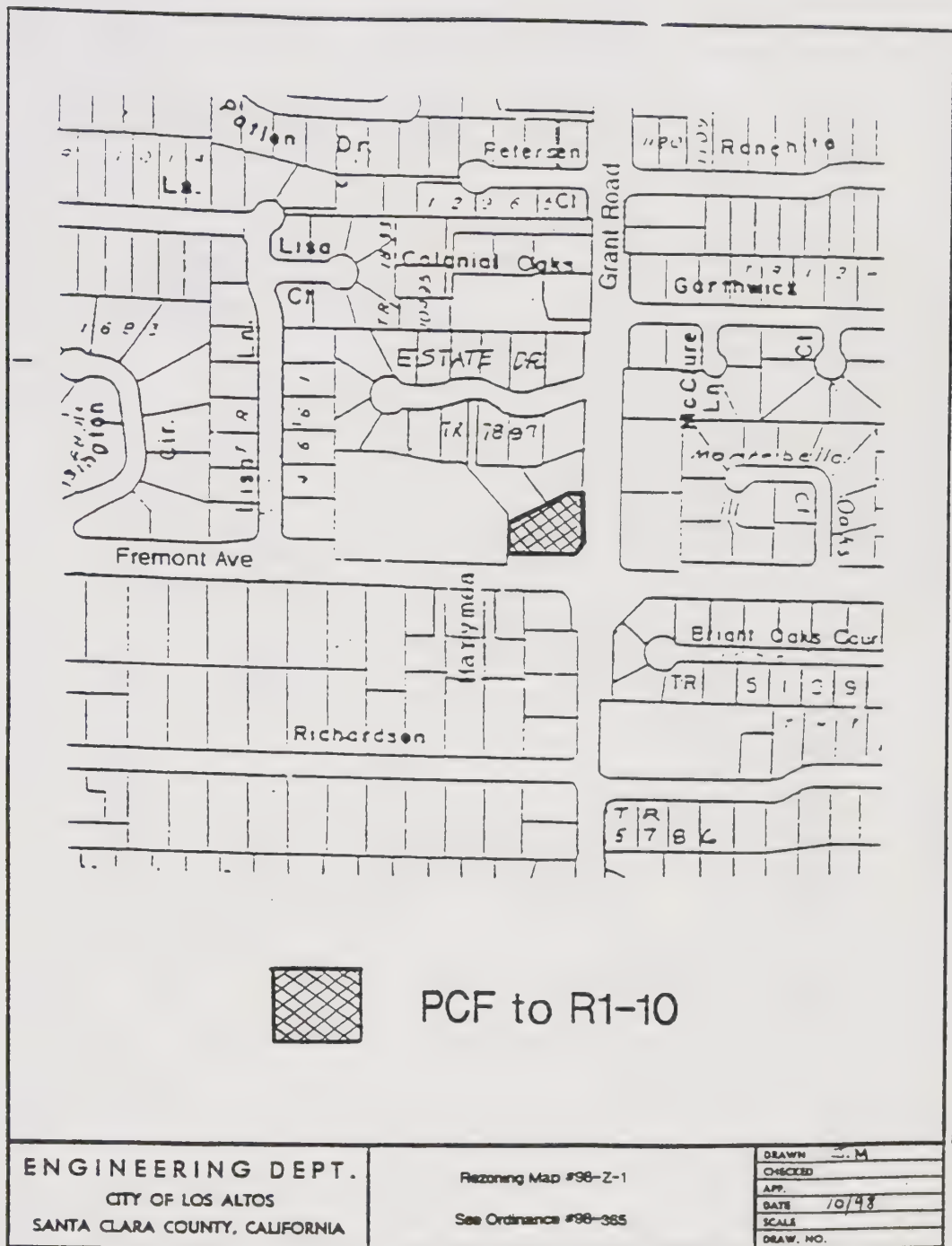
CRS (Retail Sales Commercial)
to
CD (Downtown Commercial)



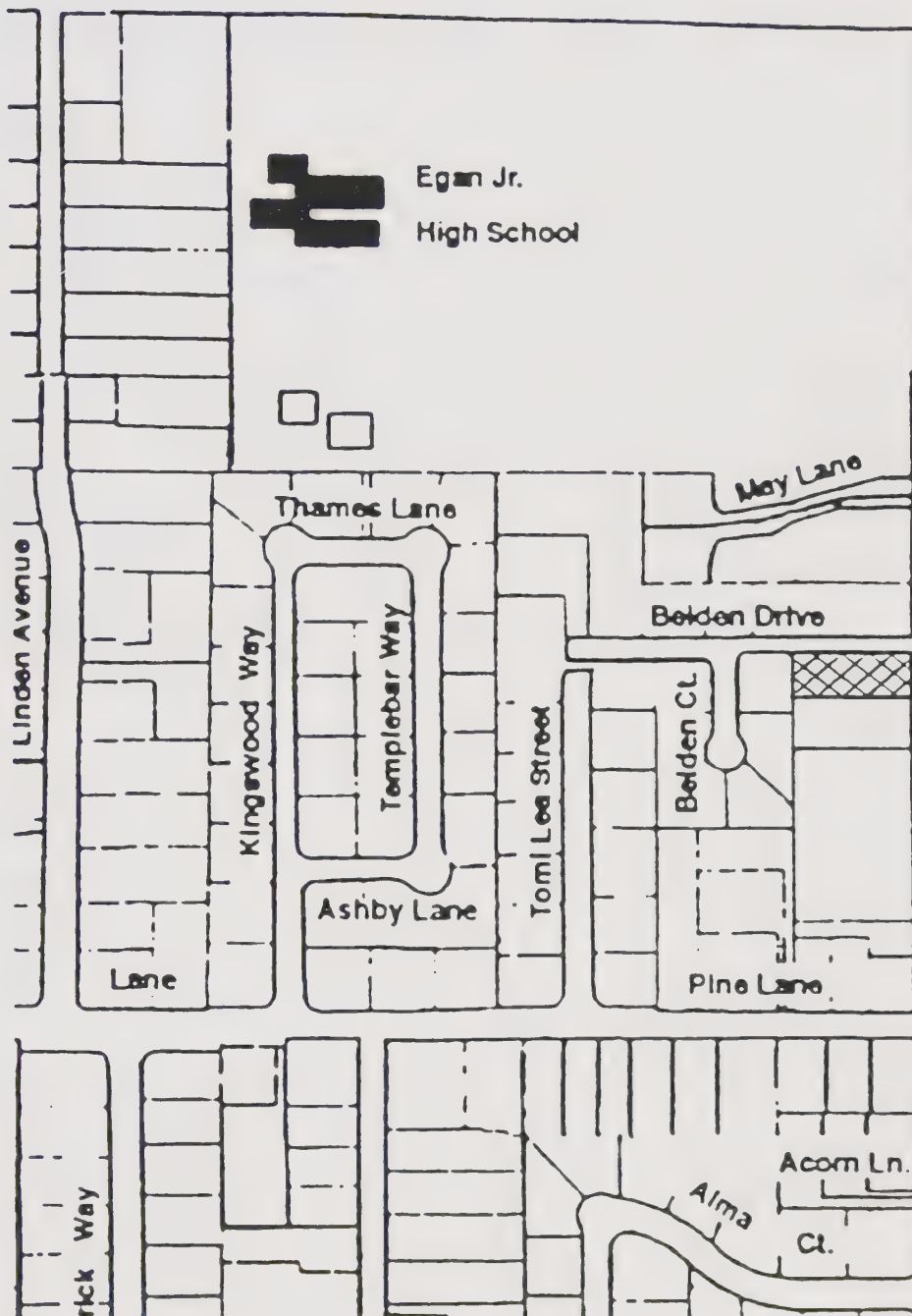
ENGINEERING DEPT.
CITY OF LOS ALTOS
SANTA CLARA COUNTY, CALIFORNIA

Rezoning Map 95-Z-1
(see Ordinance No. 95-328)

DRAWN
CHECKED
APP.
DATE
SCALE
DRAW. NO.



CITY OF LOS ALTOS - 1999



San Antonio Road

ENGINEERING DEPT.
CITY OF LOS ALTOS
SANTA CLARA COUNTY, CALIFORNIA

Rezoning Map No. 99-Z-2
R1-10 to PCF

DRAWN	J.M.
CHECKED	
APP.	
DATE	
SCALE	
DRAW. NO.	



ENGINEERING DEPT.
CITY OF LOS ALTOS
SANTA CLARA COUNTY, CALIFORNIA

Rezoning Map No. 99-Z-3
R1-10 to PCF

DRAWN	J.M.
CHECKED	
APP.	
DATE	
SCALE	
DRAW. NO.	



Zoning Change



CRS (Retail Sales Commercial)
to
CD (Downtown Commercial)

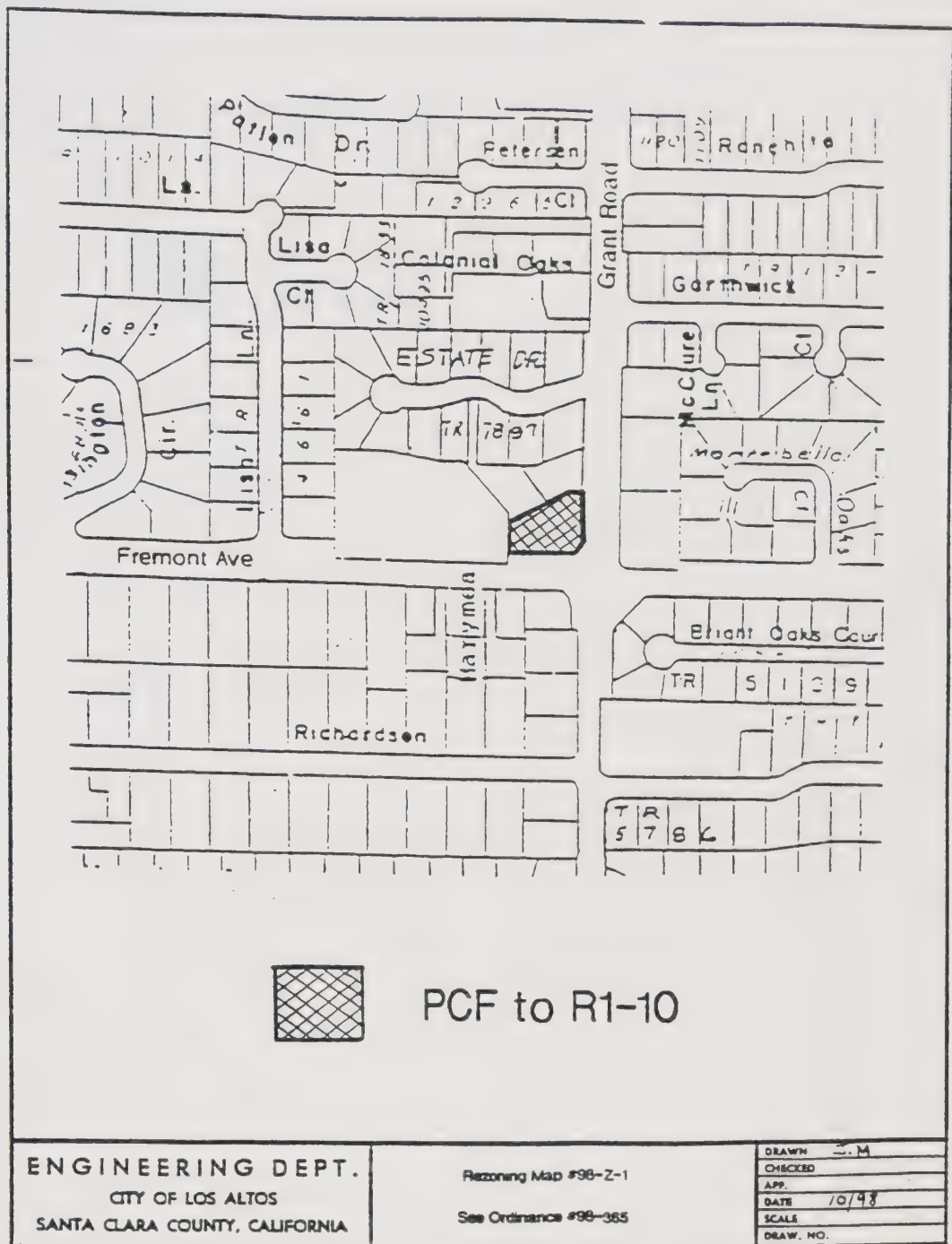


ENGINEERING DEPT.
CITY OF LOS ALTOS
SANTA CLARA COUNTY, CALIFORNIA

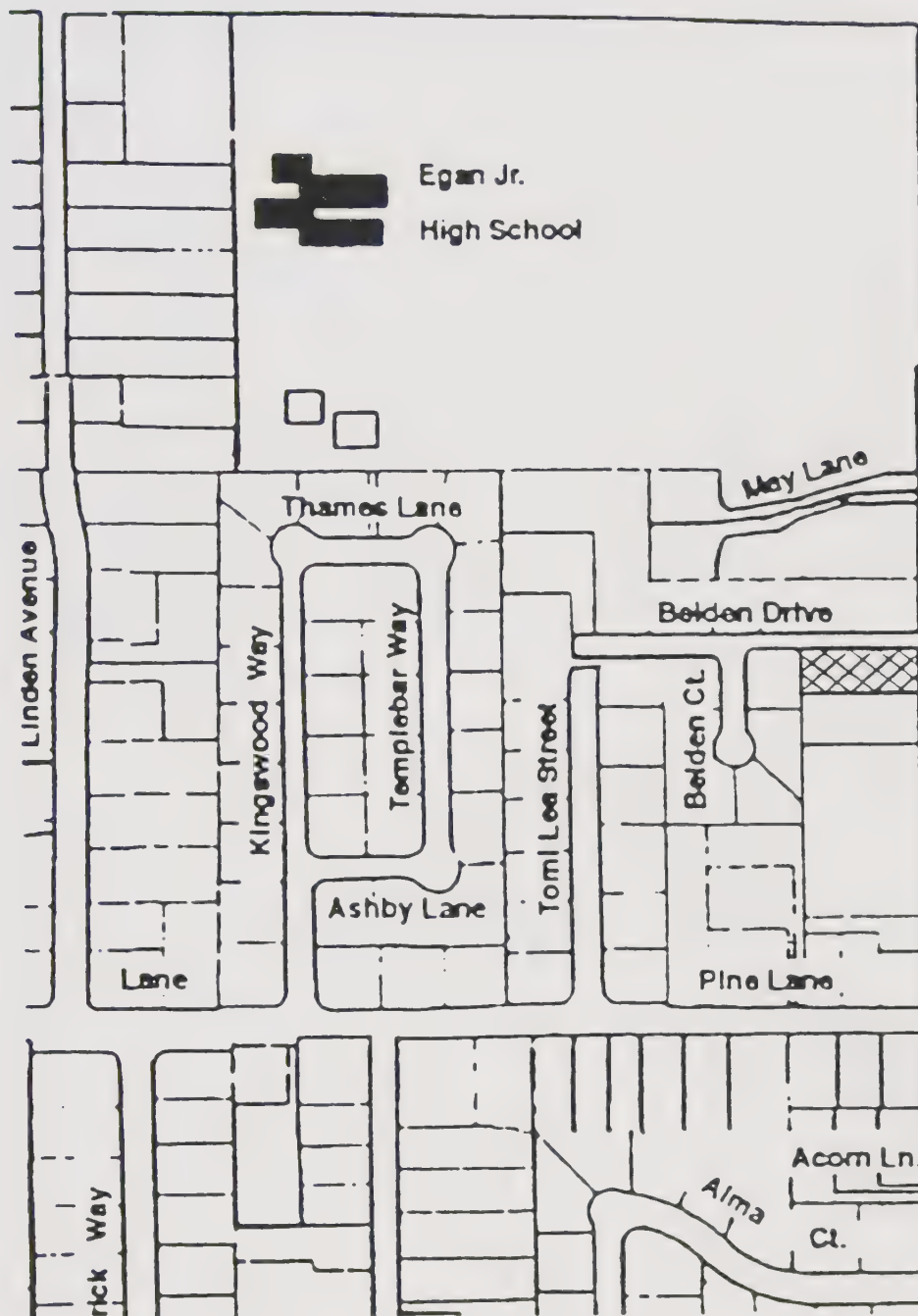
Rezoning Map 95-Z-1

(see Ordinance No. 95-328)

DRAWN
CHECKED
APP.
DATE
SCALE
DRAW. NO.



DESIGNED FOR CLARKE 1998 H

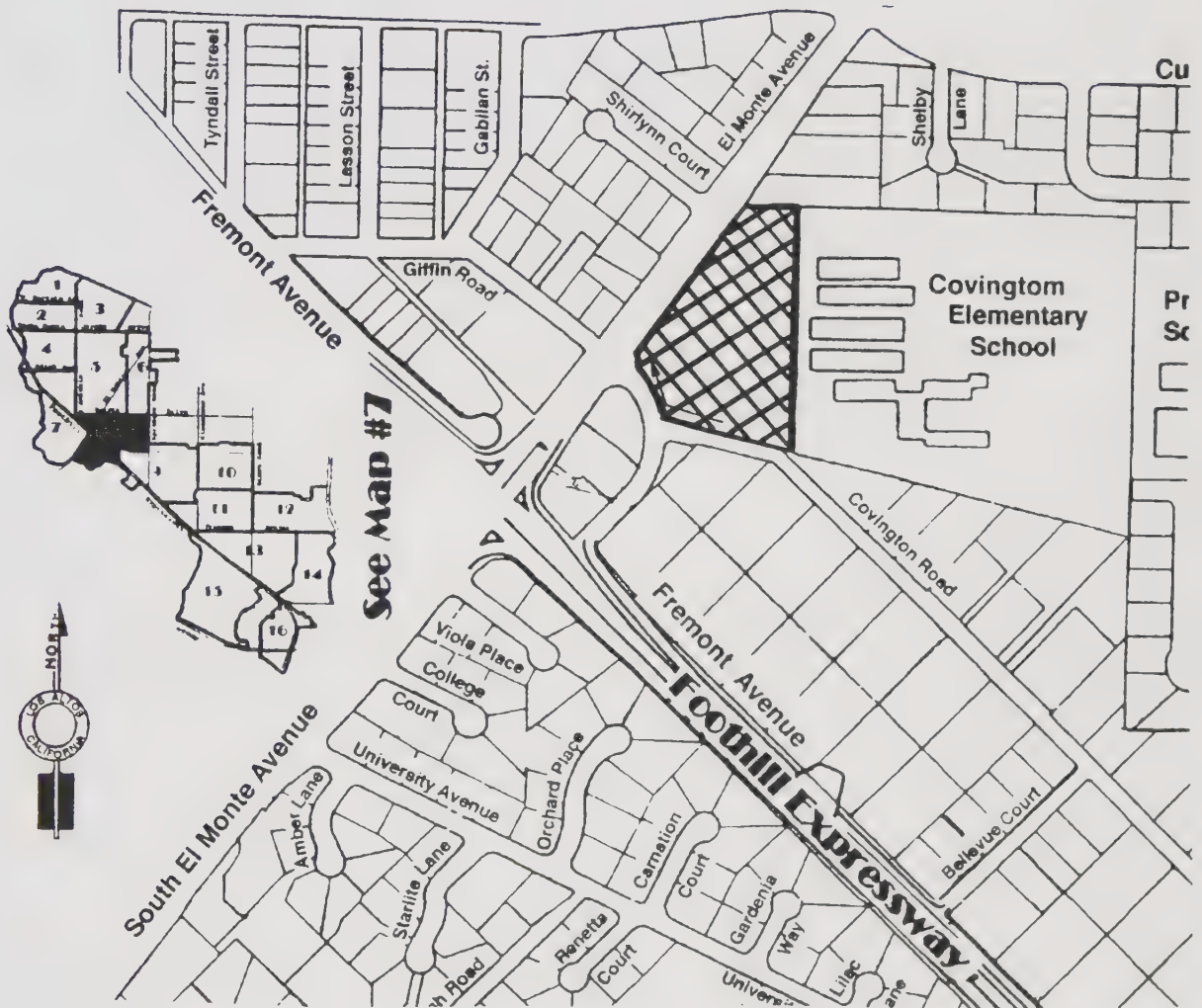


San Antonio Road

ENGINEERING DEPT.
CITY OF LOS ALTOS
SANTA CLARA COUNTY, CALIFORNIA

Rezoning Map No. 99-Z-2
R1-10 to PCF

DRAWN	J.M.
CHECKED	
APP.	
DATE	
SCALE	
DRAW. NO.	



ENGINEERING DEPT.
CITY OF LOS ALTOS
SANTA CLARA COUNTY, CALIFORNIA

Rezoning Map No. 99-Z-3
R1-10 to PCF

DRAWN	J.M.
CHECKED	
APP.	
DATE	
SCALE	
DRAW. NO.	

LOS ALTOS LAND USE PLAN

LAND USE DESIGNATIONS

- SINGLE FAMILY RESIDENTIAL**
- SINGLE FAMILY, UP TO 2.0 DWELLING UNITS (DU)/NET ACRE
 - SINGLE FAMILY, 3.0 TO 4.0 DU/NET AC.
 - SINGLE FAMILY, SMALL LOT, 5.0 TO 10.0 DU/NET AC.
- MULTIPLE FAMILY RESIDENTIAL**
- LOW DENSITY MULTIFAMILY, 8.0 TO 15.0 DU/NET AC.
 - LOW DENSITY SENIOR HOUSING, 6.5 TO 16.0 DU/NET AC.
 - MEDIUM DENSITY MULTIFAMILY, 16.0 TO 37.0 DU/NET AC.
- COMMERCIAL**
- NEIGHBORHOOD COMMERCIAL
 - DOWNTOWN COMMERCIAL
 - THOROUGHFARE COMMERCIAL
- MIXED USE**
- RESIDENTIAL/COMMERCIAL
- PUBLIC / QUASI-PUBLIC FACILITIES**
- PUBLIC SCHOOLS
 - PRIVATE SCHOOLS
 - PUBLIC & INSTITUTIONAL, UTILITIES, and PARKING (governmental, institutional, academic, and community service uses; group residences [12+ residents], utilities, city-owned parking, and religious institutions.)
- PLANNED COMMUNITY**
- OPEN SPACE
 - PARKS (publicly owned and dedicated)
 - OTHER OPEN SPACE
- BOUNDARIES**
- SPECIFIC PLAN AREA BOUNDARY
 - PLANNING AREA BOUNDARY
 - CITY LIMITS BOUNDARY

FOR FURTHER INFORMATION

This LAND USE PLAN is only one of several that affect development in Los Altos.

In addition to the General Plan TEXT, the following official DIAGRAMS should be consulted:

Circulation Plan — 8 1/2 x 11" map showing existing collector and arterial streets, and freeway interchanges; there are no new roadways proposed. Bikeways are shown on a separate diagram.

Development Constraints Diagram — at a scale of 1" = 1000', showing parcels affected by floodways, fault lines, and slopes over 15 percent.

Other diagrams which should be consulted are listed in the Tables of Figures that precede the General Plan text and the Technical Appendix.

NOTE: This base map was developed primarily for the General Plan. The City of Los Altos is not responsible or liable for use of this map beyond its intended purposes.



Base Map, June 1986

0 1000'

CITY OF LOS ALTOS COUNTY OF SANTA CLARA

ADOPTED BY CITY COUNCIL

Date Oct. 20, 1987 Resolution No. 87-44

AMENDED BY CITY COUNCIL

Date Resolution No. Date Resolution No.

2-7-89	88-9		
9-28-89	89-46		
9-28-89	89-47		
12-18-90	90-44		
5-14-91	91-13		
8-25-91	91-24		
	91-26		
	91-27		
	91-28		

Robert S. Nelson Planning Director Date *01/05/87*
Carol V. Volzky City Clerk Date *10-20-87*

LOS ALTOS LAND USE PLAN

LAND USE DESIGNATIONS

SINGLE FAMILY RESIDENTIAL

- SINGLE FAMILY, UP TO 2.0 DWELLING UNITS (DU) / NET ACRE
- SINGLE FAMILY, 3.0 TO 4.0 DU/NET AC.
- SINGLE FAMILY, SMALL LOT, 5.0 TO 10.0 DU / NET AC.

MULTIPLE FAMILY RESIDENTIAL

- LOW DENSITY MULTI-FAMILY, 8.0 TO 15.0 DU/NET AC.
- LOW DENSITY SENIOR HOUSING, 6.5 TO 16.0 DU/NET AC.
- MEDIUM DENSITY MULTI-FAMILY, 16.0 TO 37.0 DU/NET AC.

COMMERCIAL

- NEIGHBORHOOD COMMERCIAL
- DOWNTOWN COMMERCIAL
- THOROUGHFARE COMMERCIAL

MIXED USE

- RESIDENTIAL/COMMERCIAL

PUBLIC / QUASI-PUBLIC FACILITIES

- PUBLIC SCHOOLS
- PRIVATE SCHOOLS
- PUBLIC & INSTITUTIONAL, UTILITIES, and PARKING (governmental, institutional, academic, and community service uses; group residences [12+ residents], utilities, city-owned parking, and religious institutions.)

PLANNED COMMUNITY



OPEN SPACE

- PARKS (publicly owned and dedicated)
- OTHER OPEN SPACE

BOUNDARIES

- SPECIFIC PLAN AREA BOUNDARY
- PLANNING AREA BOUNDARY
- CITY LIMITS BOUNDARY





**CITY OF LOS ALTOS
CITY OF SANTA CLARA**

APPROVED BY CITY COUNCIL
987 Resolution No. 87-44

APPROVED BY CITY COUNCIL

Resolution No.	Date	Resolution No.
9-9		
9-46		
9-47		
10-44		
11-13		
11-24		
12-8		
5-10		

W. Nelson *10/20/87*
Date
S. Hickey *10-20-87*
Date

$\frac{1}{2} \log 10$

SINGLE FAMILY RE
☐ SINGLE FAMILY, UP
☐ SINGLE FAMILY, 3.0
☐ SINGLE FAMILY, SM

LOW DENSITY MULTI


LOW DENSITY SENSOR

MEDIUM DENSITY MATERIAL

COMMERCIAL



COMMERCIAL NEIGHBORHOOD CO.

NEIGHBORHOOD COMMUNITY DEVELOPMENT



DOWNTOWN COMM

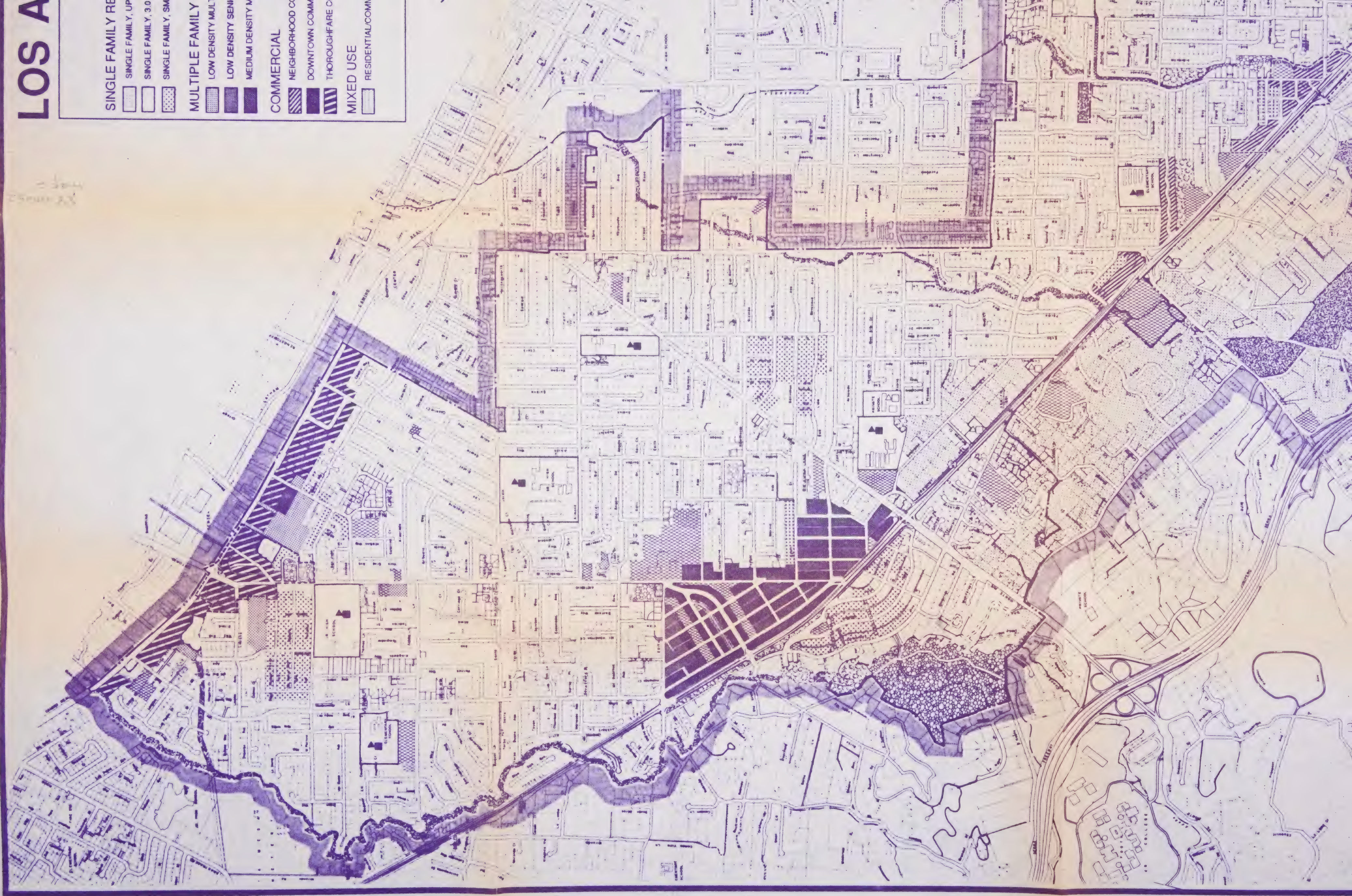
THOROUGHFARE C

 DOWNTOWN COMMUNITY
THOROUGHFARE C...

THOROUGHFARE C

MIXED USE

☐ MIXED USE
☐ RESIDENTIAL/COMM





FOR FURTHER INFORMATION

This LAND USE PLAN is only one of several that affect development in Los Altos.

In addition to the General Plan TEXT, the following official DIAGRAMS should be consulted:

Circulation Plan — 8 1/2 x 11" map showing existing collector and arterial streets, and freeway interchanges; there are no new roadways proposed. Bikeways are shown on a separate diagram.

Development Constraints Diagram — at a scale of 1" = 1000', showing parcels affected by floodways, fault lines, and slopes over 15 percent.

Other diagrams which should be consulted are listed in the Tables of Figures that precede the General Plan text and the Technical Appendix.

NOTE: This base map was developed primarily for the General Plan. The City of Los Altos is not responsible or liable for use of this map beyond its intended purposes.



Base Map, June 1986



CITY OF LOS ALTOS COUNTY OF SANTA CLARA

ADOPTED BY CITY COUNCIL

Date Oct. 20, 1987 Resolution No. 87-44

AMENDED BY CITY COUNCIL

Date	Resolution No.	Date	Resolution No.
2-7-89	89-9		
9-28-89	89-46		
9-28-89	89-47		
12-18-90	90-44		
5-14-91	91-13		
6-25-91	91-24		
	91-28		
	91-30		

Deborah S. Nelson
Planning Director

10/20/87
Date

Carol V. Valdez
City Clerk

10-20-87
Date





LEGEND

- | | |
|-----------|--|
| R1-10 | Single-Family (1/4 Acre) |
| R1-H | Single-Family (Hillside) |
| R1-20 | Single-Family (1/2 Acre) |
| R1-40 | Single-Family (1 Acre) |
| R3-4.5 | Multiple-Family (8 Units/Acre) |
| R3-5 | Multiple-Family (8 Units/Acre) |
| R3-3 | Multiple-Family (15 Units/Acre) |
| R3-1.8 | Multiple-Family (24 Units/Acre) |
| R3-1 | Multiple-Family (37 Units/Acre) |
| OAD | Office |
| OA-1 | Office |
| OA-4.5 | Office |
| OAD/R3-1 | Office/Multiple Family |
| CN | Neighborhood Commercial |
| CD | Downtown Commercial |
| CRS | Retail Sales Commercial |
| CS | Commercial Service |
| CT | Thoroughfare Commercial |
| GRS/OAD | Retail Sales Commercial/Office |
| PCF | Public and Community Facilities |
| PCF/R1-10 | Public and Community Facilities/Single-Family (1/4 Acre) |
| PC | Planned Community |
| LCSPZ | Loyola Corners Specific Plan Zone |
| PUD/SC | Planned Unit Development/Senior Citizen Housing |
| AMUWU | Affordable Housing/Mixed-Use Overlay Zone |

ZONING MAP

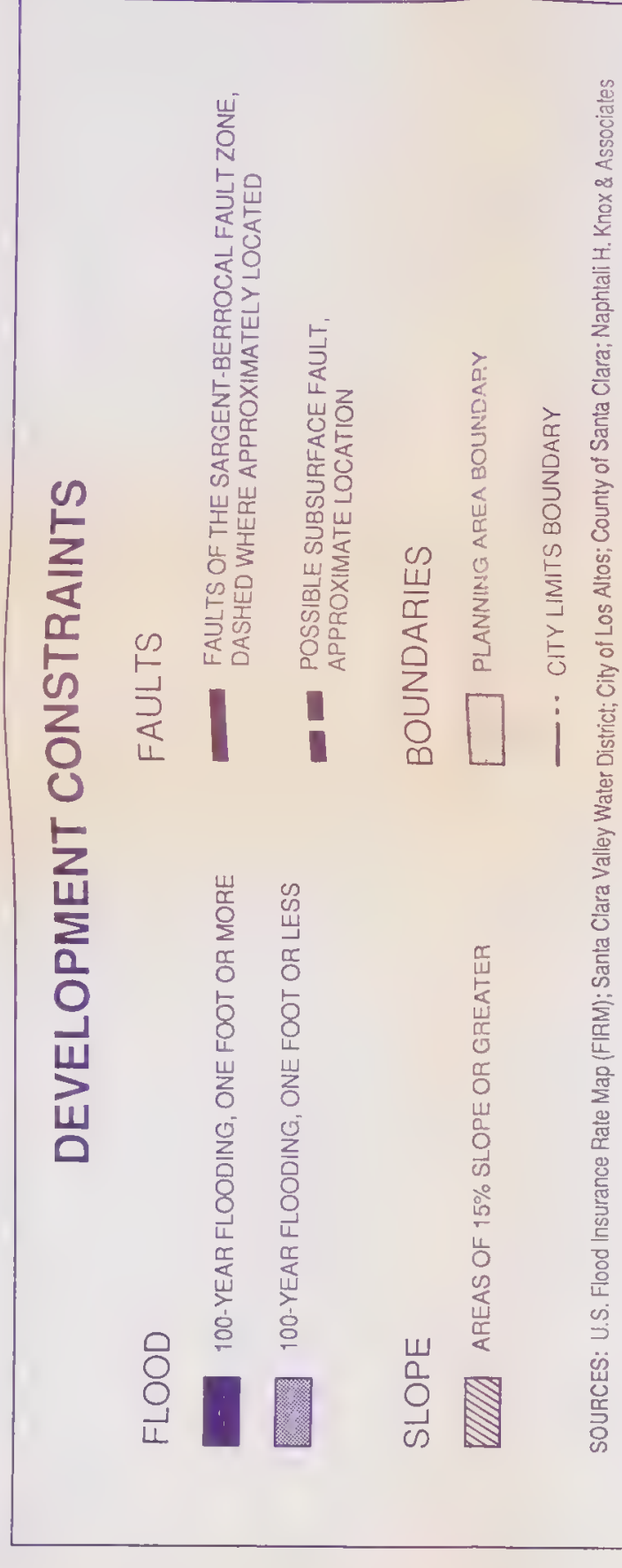
CITY OF LOS ALTOS

BASE MAP PREPARED BY THE CITY ENGINEERING DEPT., MAY, 1974
REVISED: JAN. 1977, JAN. 1980, AUG. 1981, DEC. 1982, OCT. 1983
JUNE 1986, JUNE 1987, DEC. 1988, JUL. 1990, MAY 1993,
JULY 1993, APR. 1994, APRIL, 1995, SEPT. 1998

SCALE

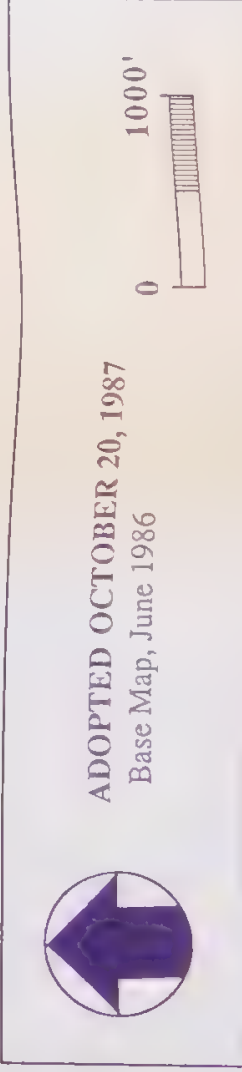


DEVELOPMENT CONSTRAINTS DIAGRAM LOS ALTOS GENERAL PLAN

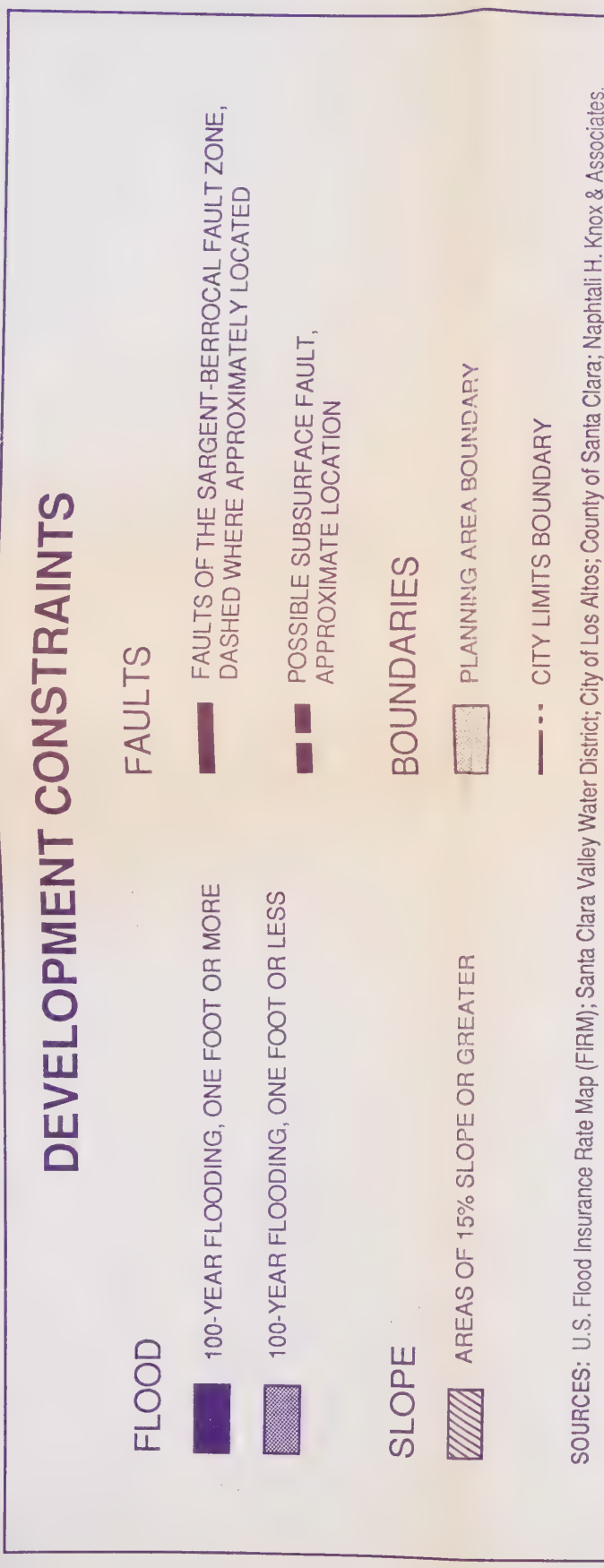


SOURCES: U.S. Flood Insurance Rate Map (FIRM); Santa Clara Valley Water District; City of Los Altos; County of Santa Clara; Naphitali H. Knox & Associates

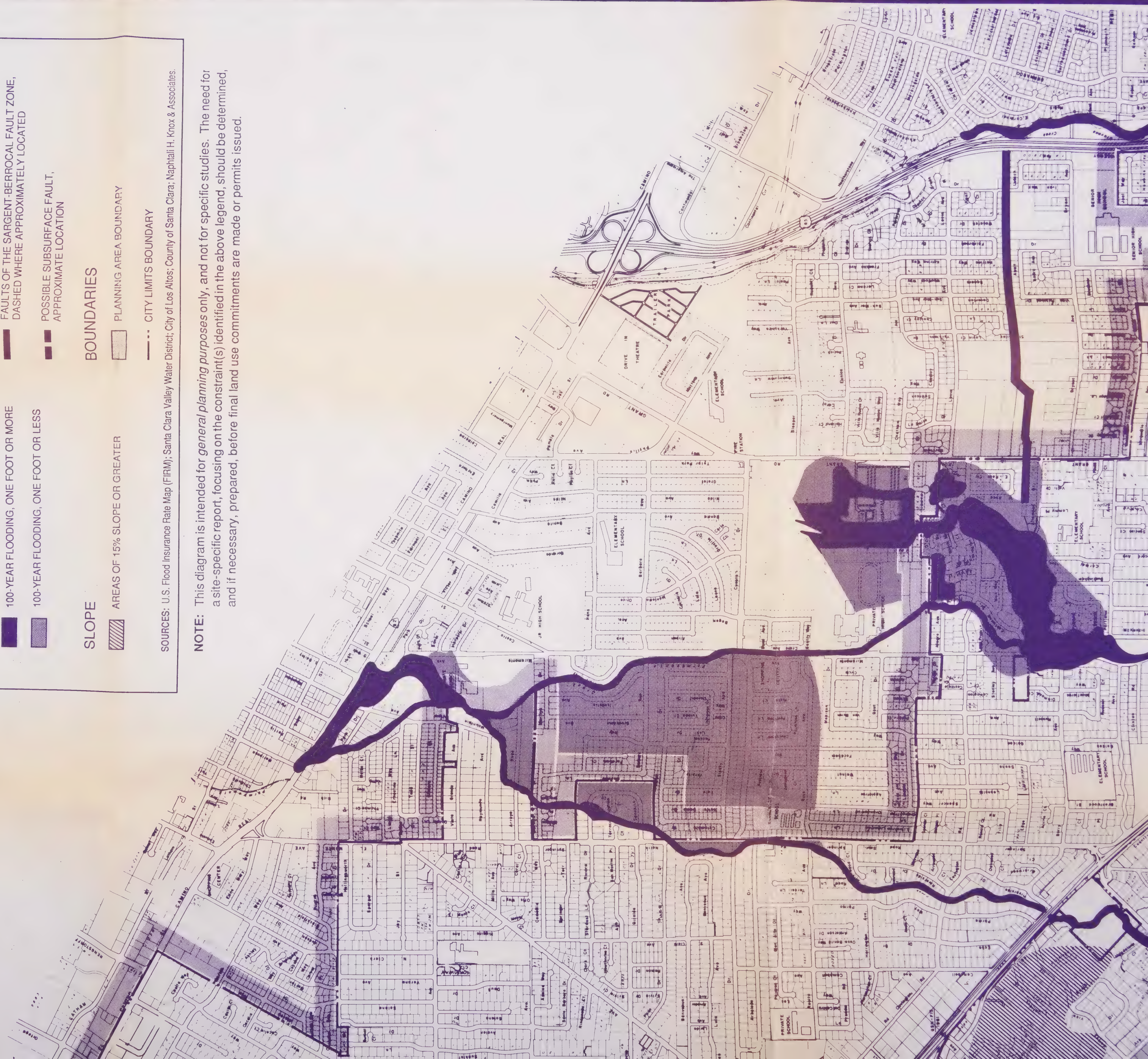
NOTE: This diagram is intended for *general planning purposes only*, and not for specific studies. The need for a site-specific report, focusing on the constraint(s) identified in the above legend, should be determined, and if necessary, prepared, before final land use commitments are made or permits issued.



DEVELOPMENT CONSTRAINTS DIAGRAM LOS ALTOS GENERAL PLAN



NOTE: This diagram is intended for *general planning purposes only*, and not for specific studies. The need for a site-specific report, focusing on the constraint(s) identified in the above legend, should be determined, and if necessary, prepared, before final land use commitments are made or permits issued.



DEVELOPMENT DIAGRAM

FLOOD

- 100-YEAR FLOOD
- 100-YEAR FLOOD

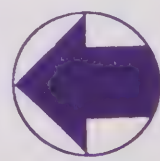
SLOPE

- AREAS OF 1%

SOURCES: U.S. Flood Insurance

NOTE: This diagram is a site-specific analysis and if necessary, a site-specific analysis and if necessary,





ADOPTED OCTOBER 20, 1987
Base Map, June 1986





82-PUD/C7

80-PUD/C2

93-PUD/R-1

R3-3

CF/R1-10

R1-10

R1-20

R1-10

PCF/R1-10

PCF

PCF/R1-10

PCF

PCF/R1-10

PCF

PCF

PCF/R1-10

PCF

PCF



LEGEND

- Single-Family (1/4 Acre)
- Single-Family (Hillside)
- Single-Family (1/2 Acre)
- Single-Family (1 Acre)
- Multiple-Family (8 Units/Acre)
- Multiple-Family (8 Units/Acre)
- Multiple-Family (15 Units/Acre)
- Multiple-Family (24 Units/Acre)
- Multiple-Family (37 Units/Acre)
- Office
- Office
- Office
- Office/Multiple Family
- Neighborhood Commercial
- Downtown Commercial
- Retail Sales Commercial
- Commercial Service
- Thoroughfare Commercial
- Retail Sales Commercial/Office
- Public and Community Facilities
- Public and Community Facilities/Single-Family (1/4 Acre)
- Planned Community
- Loyola Corners Specific Plan Zone
- Planned Unit Development/Senior Citizen Housing
- Affordable Housing/Mixed-Use Overlay Zone





U.C. BERKELEY LIBRARIES



C124889149

